

University of Nebraska - Lincoln

DigitalCommons@University of Nebraska - Lincoln

Community and Regional Planning Program:
Professional Projects

Community and Regional Planning Program

Fall 12-2013

Analysis of Feasibility of Lincoln's West O Area for Redevelopment

Adam E. Brown

University of Nebraska – Lincoln, brownadame@gmail.com

Follow this and additional works at: https://digitalcommons.unl.edu/arch_crp_profproj



Part of the [Urban, Community and Regional Planning Commons](#)

Brown, Adam E., "Analysis of Feasibility of Lincoln's West O Area for Redevelopment" (2013). *Community and Regional Planning Program: Professional Projects*. 8.
https://digitalcommons.unl.edu/arch_crp_profproj/8

This Article is brought to you for free and open access by the Community and Regional Planning Program at DigitalCommons@University of Nebraska - Lincoln. It has been accepted for inclusion in Community and Regional Planning Program: Professional Projects by an authorized administrator of DigitalCommons@University of Nebraska - Lincoln.

Analysis of Feasibility of Lincoln's West O Area for Redevelopment

By:

Adam Brown

A Professional Project Report

For the Degree:

Master of Community and Regional Planning

Community and Regional Planning Program

University of Nebraska – Lincoln

Project Advisory Committee

Prof. Gordon P. Scholz, Chair

Dr. Zhenghong Tang

Dr. Yunwoo Nam

Client: Brandon Garrett, City of Lincoln / Lancaster County Planning Department

December 2013

Acknowledgements

The road to completion of this document and completion of requirements for a Masters in Community and Regional Planning has been long and bumpy and has taught me more in the last two years than I ever thought possible. As I firmly see light at the end of the tunnel, I find myself amazed at how fortunate I am to have the opportunities and experiences that few ever get to experience.

First, I want to thank my family and friends, most notably Dad, Mom, Ashlie and Amanda. Without their support, along with the rest of my wonderful family and friends, I would have never made it. Mom and Dad, I'll never be able to express all of my gratitude to you, so I'll just say "Thank you." Ashlie, thank you for giving me the perspective of someone who has "been there before" and Amanda, thank you for supporting me day in and out, through all the highs and lows. To Trent, Shannon and their three wonderful kids, thanks for allowing me a place to escape to and talk about anything other than school.

I would also like to thank those who volunteered a lot of time and effort to help me complete this project. Mr. Brandon Garrett was an invaluable resource and a joy to work with. Thank you as well to Mr. Brad Slaughter, who helped me "crunch" the numbers. Many thanks as well to my graduate committee: Professor Gordon Scholz, Chair, Dr. Zhenghong Tang and Dr. Yunwoo Nam. Not only did these three help

immensely with the project, but they are also responsible for the bulk of my education in planning.

I would also like to extend a heartfelt thank you to the wonderful people in Student Involvement. My graduate assistantship was an absolute joy and taught me just as much as my formal education. Val Anderson, my wonderful supervisor, provided much needed support and days off, and for that I am very grateful.

To my fellow MCRP students I say thank you for all of the work on our projects together, all of the late night study sessions and for the general comradery that I came to rely on. Good luck to all of you!

Sincerely,

Adam Brown

Abstract

This project assessed the feasibility of redevelopment of the area around the West O Street & Sun Valley Boulevard Intersection. The project provides information about the area, including specifics about its location, the zoning currently in use, the population of the area and the surrounding areas, housing characteristics, as well as information about mixed use development pertinent to this project and the study areas relation to the City of Lincoln's Comprehensive Plan, known as LPlan 2040.

The project's goal was to research and compile relevant information for review by the Lincoln / Lancaster County Planning Department in regards to the feasibility of redeveloping the West O area, as well as make recommendations as to that feasibility. This was achieved by five specific objectives, which are 1) Consider cost of development through TIF financing, 2) A compilation of a detailed inventory, 3) Analysis of the flood plain impact and current infrastructure, 4) Assessment of the geographic location and existing conditions and 5) A specific site selection for potential redevelopment.

A specific TIF scenario was created and assessed while research revealed the area allows for TIF Financing to be utilized. A detailed inventory was created, including ownership and value of parcels and percentages of use type was calculated. The analysis of the impact of the flood plain yielded a number of options for development as well as identified various mitigation techniques. Specific data on the current infrastructure was not obtained do to security reasons. The assessment of the geographic location and existing conditions yielded a number of close connections to potential employers, business that provide for daily needs, recreation and entertainment. Two specific sites were selected based on five specific criteria. Through the completion of these five objectives, a positive result for the feasibility of redevelopment was the final outcome of the project.

Table of Contents

Acknowledgements	2
Abstract	4
List of Figures	6
1. Introduction	7
Area Information & Background	9
Mixed Use Development	19
LPlan 2040.....	24
2. Project Description	29
Project Goal and Objectives.....	29
<i>Goal</i>	<i>29</i>
<i>Objectives.....</i>	<i>29</i>
Methodology (By Objective)	30
3. Results (By Objective)	35
<i>Cost of Development TIF Scenario</i>	<i>35</i>
<i>Detailed Inventory.....</i>	<i>36</i>
<i>Flood Plain Analysis and Impact and Inventory of Existing Infrastructure.....</i>	<i>41</i>
<i>Geographic Location and Existing Conditions</i>	<i>46</i>
<i>Specific Site Selection.....</i>	<i>49</i>
4. Discussion	57
Limitations	65
5. Conclusion	66
Appendices	72
Appendix A: I-1 and H-3 Zoning District Descriptions, Lincoln Municipal Code	72
Appendix B	76
<i>List of Businesses & Code Number Corresponding to Property Table.....</i>	<i>76</i>
<i>Property Information.....</i>	<i>77</i>
Appendix C: Planned Unit Development District Description, Lincoln Municipal Code	80
Appendix D: APA Model Mixed Use Zoning Code (Introduction)	85
Appendix E: Urban Land Institute Example Project.....	86
Appendix F: TIF Financing Scenario	94
Appendix G: Tax Increment Financing Policy Guidelines for Lincoln, Nebraska	95
Appendix H: Flood Regulations for Existing Urban Area, Lincoln Municipal Code.....	97
Appendix I: Employment Dynamics	99
Bibliography.....	102

List of Figures

Figure 1: LPlan 2040 Mixed-Use Redevelopment Nodes (Source: Lincoln / Lancaster County Planning Department).....	8
Figure 2: Overview of Study Area	11
Figure 3: Area Zoning (Source; Lincoln / Lancaster Planning Department, June 2013)	12
Figure 4: Population by Census Block (Source: U.S. Census Bureau, June 2013)	13
Figure 5: Census Tract 33.01 (Source: U.S. Census Bureau, June 2013)	14
Figure 6: Approved Blight Areas (Source: Lincoln Urban Development Department, June 2013)	17
Figure 7: TIF and Redevelopment Areas (Source: Lincoln Urban Development Department, June 2013)	18
Figure 8: Capitol View Corridors in LPlan 2040 (Source: Lincoln / Lancaster Planning Department, June 2013)	26
Figure 9: Photo of O Street, Looking East (From Street at West O Street & NW Roundhouse Dr. Intersection, October 2013).....	27
Figure 10: Photo of O Street, Looking East (From Sidewalk at West O Street & NW Roundhouse Dr. Intersection, October 2013).....	27
Figure 11: Assessed Value by Parcel in Study Area (Source: Lancaster County Assessor, July 2013)	38
Figure 12: Acres by Parcel in Study Area (Source; Lincoln / Lancaster County Planning Department, June 2013)	39
Figure 13: Parcels with Corresponding Code Number (For use in Appendix B. Source: Lancaster County Assessor, August 2013)	40
Figure 14: FEMA 100 & 500 Year Flood Plains (Source: Lincoln / Lancaster County Planning Department, June 2013)	43
Figure 15: Typical Cross Section of Salt Creek (Source: City of Lincoln Public Works and Utilities Department)	44
Figure 16: Salt Creek Flood Storage Areas (Source: Lincoln / Lancaster County Planning Department, June 2013)	45
Figure 17: Area Schools and Trails (Source: Lincoln / Lancaster County Planning Department, June 2013)	48
Figure 18: Locations of Vacant Parcels with Number of Acres (Lancaster County Assessor, July 2013)	51
Figure 19: Assessed Value per Acre of Vacant Parcels (Lancaster County Assessor, July 2013)	52
Figure 20: Vacant Parcel Clusters for Site Selection	53
Figure 21: Panoramic Picture of Cluster 1 (Looking northeast from P Street)	54
Figure 22: Panoramic Picture of Cluster 1 (Looking northwest from southeast corner)	55
Figure 23: Panoramic Picture of Cluster 2 (Looking southeast from West O Street)	55
Figure 24: Panoramic Picture of Cluster 2 (Looking Southwest from West O Street & Sun Valley Boulevard).....	56
Figure 25: Multiple Parcels Owned by One Owner (Lancaster County Assessor, July 2013).....	64
Figure 26: Work area profile for Census Tract 33.01 (Source: U.S. Census Bureau).....	100
Figure 27: Job Inflow / Outflow for Census Tract 33.01 (Source: U.S. Census Bureau)	101

1. Introduction

The city of Lincoln, Nebraska expects a significant shift in the demographic characteristics of people living in the city by the year 2040. The shift is expected to create more demand for smaller homes that are close to work and entertainment sites, and that are located in walkable neighborhoods that have access to general services (Lincoln / Lancaster County Planning Commission, 2011). This type of development is popularly known as mixed-use development (or redevelopment) or smart growth and will create a more sustainable, more livable, and more environmentally friendly city. A mixed-use development is a planned neighborhood that incorporates residential, commercial, recreational, and retail functions. The area is orientated towards the pedestrian and away from the automobile and emphasizes walkability. The area is densely populated and developed and tends to mitigate traffic issues and urban sprawl (National Association of Industrial and Office Properties, 2007).

The Lincoln/Lancaster County Planning Department has taken these factors into consideration and made plans to encourage these types of developments in the city by the year 2040. The city's comprehensive plan, known as LPlan 2040, has provisions to accommodate such mixed-used neighborhoods throughout the city in key areas, and along specific corridors. As shown in Figure 1, a number of areas within the city of Lincoln have been designated for redevelopment. One area that has been targeted by the redevelopment plan is the area around the intersection of West O Street and Sun

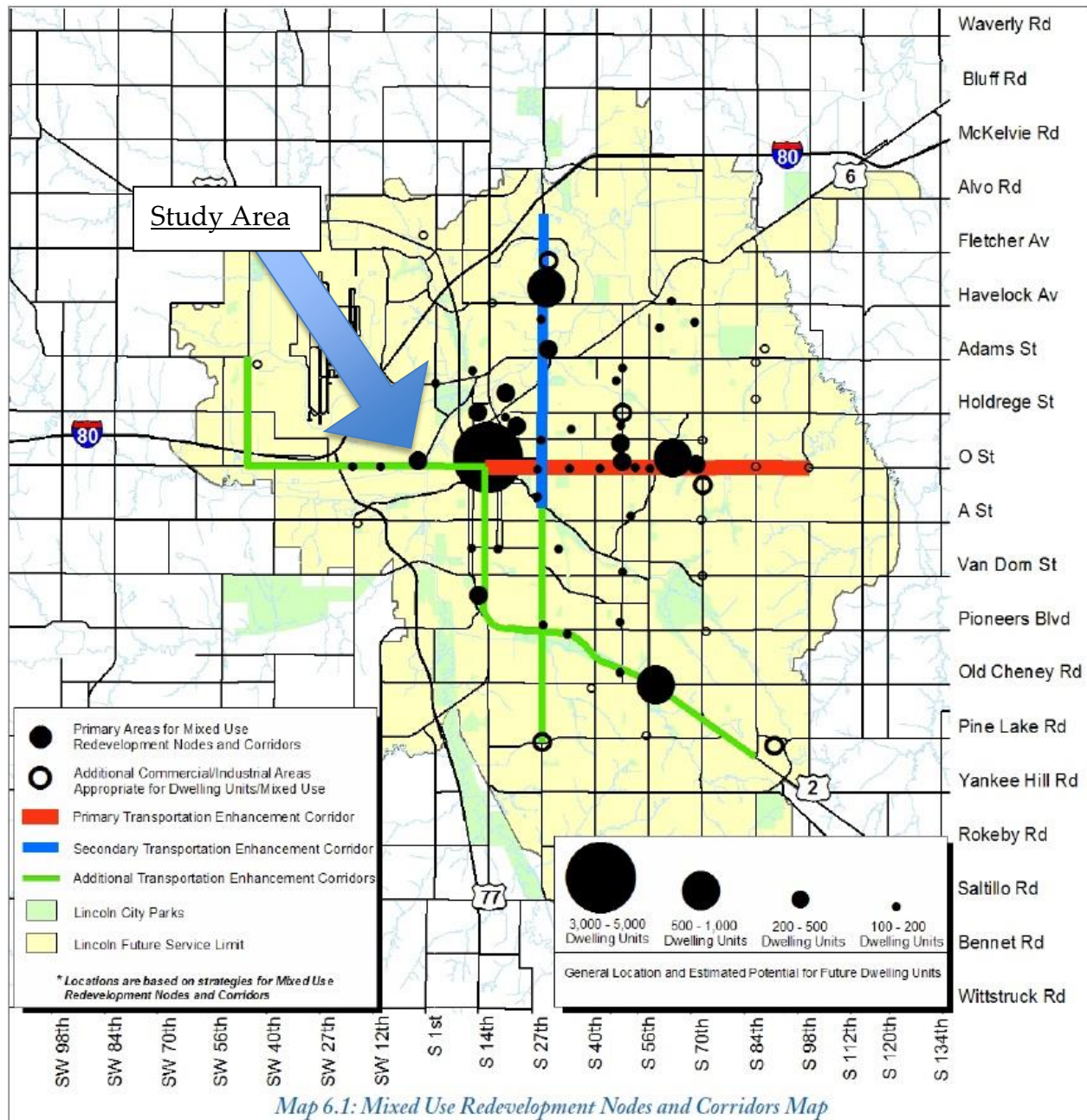


Figure 1: LPlan 2040 Mixed-Use Redevelopment Nodes (Source: Lincoln / Lancaster County Planning Department)

Valley Boulevard. The area has close proximity to downtown, has a number of vacant or underdeveloped areas, and has been designated for 200 to 500 additional dwelling units, along with additional commercial, retail, and entertainment uses (Lincoln / Lancaster County Planning Commission, 2011). Additionally, this area is along West O

Street, which has been designated as a Primary Entryway Corridor by LPlan 2040. These entryways provide first impressions of the city of Lincoln and are all centered on, and end at, the historic capitol in downtown Lincoln. LPlan 2040 proposes protection and enhancement of visual qualities along these entryways. For these reasons, this area is a prime target for redevelopment and consideration of the feasibility for a mixed-use project at this location is the focus of this paper.

Area Information & Background

The intersection of West O Street and Sun Valley Boulevard is located 1 mile west of the downtown area of Lincoln and 1.6 miles east of the intersection of Highway 77 and West O Street. The study area reaches from the intersection of West O Street and Sun Valley Boulevard north to Victory Lane and west to North Roundhouse Drive. The study area also includes the land parcels immediately south of West O Street. A graphical representation of the study area can be found in Figure 2.

The area currently has two zoning districts, H-3 (Highway Commercial Business) and I-1 (Industrial District). H-3 allows for low-density commercial development next to major highways, while I-1 allows for light and heavy industrial uses that have high intensity of use and land coverage (City of Lincoln). A map of the zoning in the area can be found in Figure 3. The full text descriptions of these two zoning districts can be found in Appendix A. Among the several commercial and industrial businesses in this area are McDonald's, Lancaster County Department of Motor Vehicles, Nebraska

Transmissions, Sun Valley Bowling Lanes, etc. A full list of businesses can be found in Appendix B. Two businesses to note that are not in the area, but have extremely close proximity, are Speedway Motors and BNSF Railway at Hobson Yard.

The population density in the study area is extremely low, with an average of no more than 0 - 19 persons per block. While the population density is low in the area, higher densities are found in the surrounding areas. The adjacent neighborhood around Capitol Beach Lake has a population density of up to 200 persons per block in some cases. Areas to the east and south of the study area also have moderate population densities. For a detailed view of the population density, refer to Figure 4.

The study area currently has very few housing options, while the surrounding area (within the same Census Tract – 33.01) includes a number of different housing options. Census Tract 33.01 can be seen in Figure 5. These housing options include single family homes, duplexes and townhomes and two apartment complexes. The five year estimates (2007-2011) by the U.S. Census Bureau place 1,978 housing units within census tract 33.01 (U.S. Census Bureau, 2013). Of that total, the number of occupied units is 1,878, or 94.8%, of the total. In Census Tract 33.01, 802 housing units (42.7%) are owner occupied and 1,076 units (57.3%) are renter occupied. The 802 units that are owner occupied range in value from under \$100,000 to more than \$500,000. There are 195 units that are valued at less than \$99,999, 410 units that are valued at between \$100,000 and \$199,999, 95 units valued in the range of \$200,000 to \$299,999 and 102 units

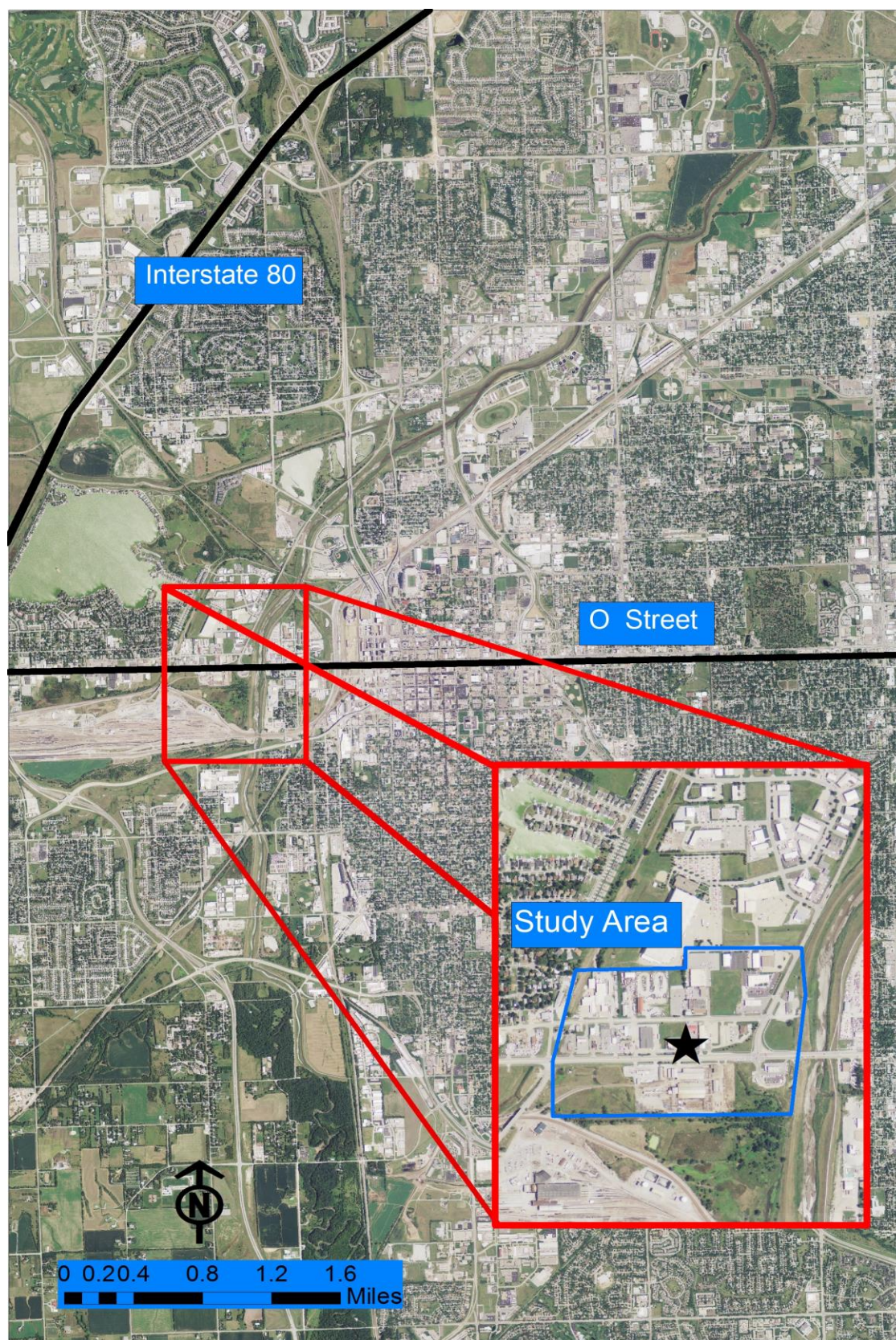


Figure 2: Overview of Study Area



Figure 3: Area Zoning (Source; Lincoln / Lancaster Planning Department, June 2013)

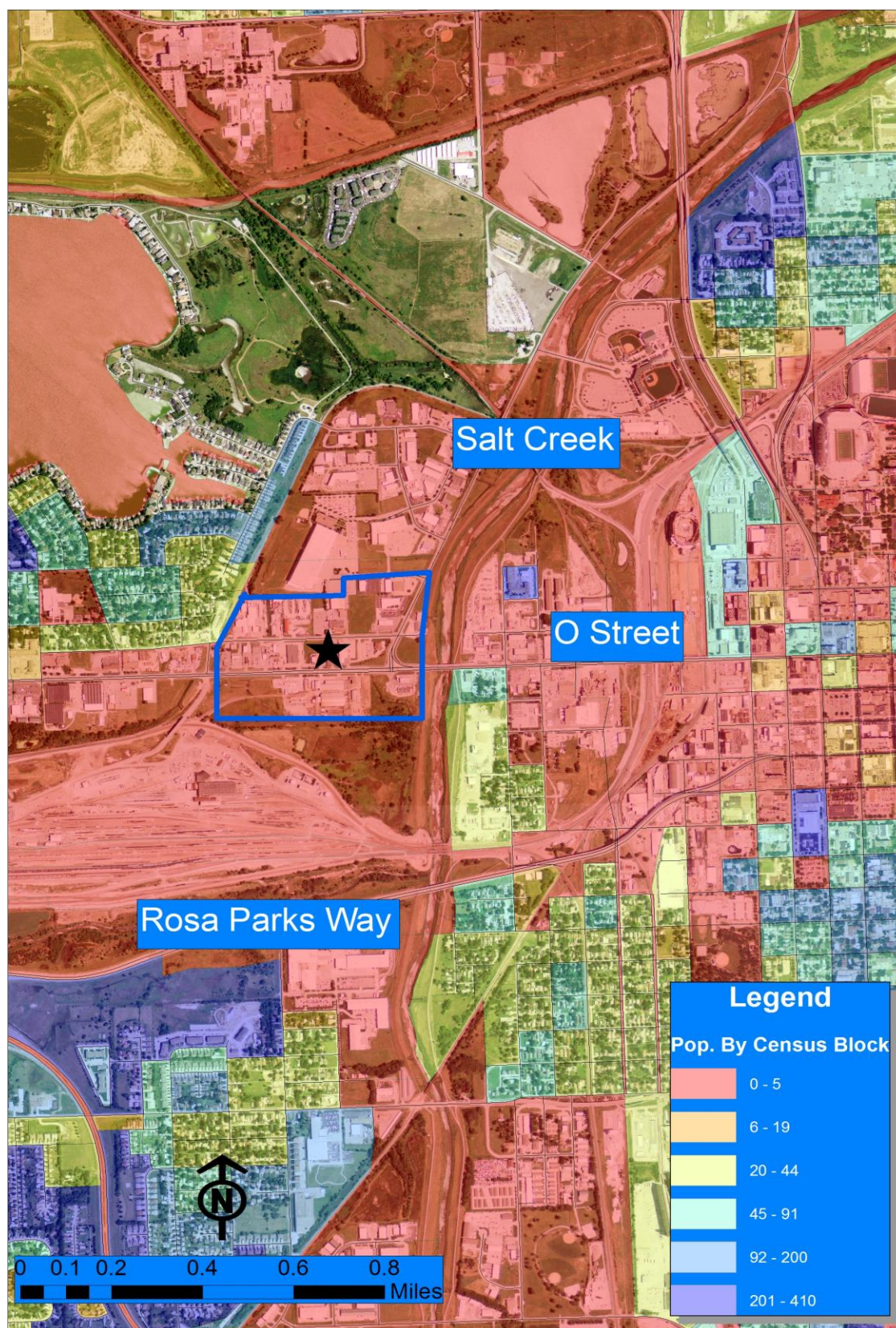


Figure 4: Population by Census Block (Source: U.S. Census Bureau, June 2013)

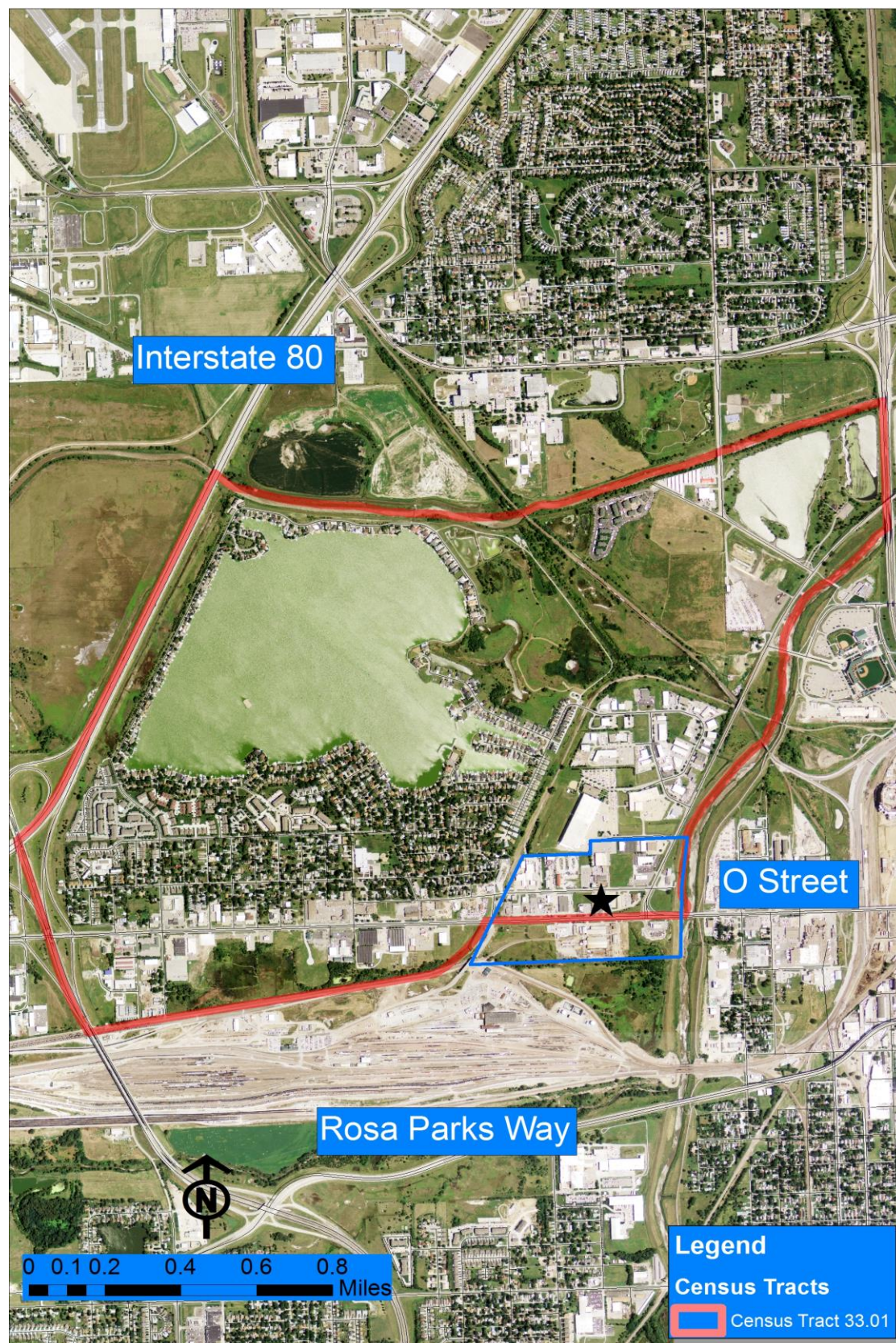


Figure 5: Census Tract 33.01 (Source: U.S. Census Bureau, June 2013)

valued at more than \$300,000 but less than \$999,999. The median value of the owner occupied units is \$131,500. These values can be seen in table form, and compared to the city of Lincoln as a whole, in Table 1.

Census Tract 33.01 contains less than 2% of the total number of housing units in Lincoln. 59.2% of the housing units in the City of Lincoln are owner occupied compared to 42.7% in Census Tract 33.01. The percent of housing units occupied is slightly higher in Census Tract 33.01, at 94.8% while 93.7% are occupied throughout the whole city. The median value of owner occupied homes in Census Tract 33.01 is \$9,700 less than the median value of owner occupied homes in the entire city.

Additionally, the area has been designated as a blighted area and lies within both the West O Redevelopment Area and the Northwest Corridor Redevelopment Area, as outlined by the Lincoln Urban Development Department (City of Lincoln, 2008).¹ A map of blighted areas can be seen in Figure 6 and a map of redevelopment areas in Figure 7.

The area partially contains a Category 2 Saline Wetland. The portion of the wetland that is in the study area is contained entirely within one of the parcels owned by the B&J Partnership (Parcel ID Number 1022300066000, or Code Number 39 in Figure 13). The Saline wetlands are considered an endangered wetland type and many programs exist to conserve these wetlands, most of which reside on private land. There

¹ <http://www.lincoln.ne.gov/city/urban/redev/pdf/tifmap.pdf>

are three options for conservation provided by the Saline Wetlands Conservation Partnership. They are Private Land Programs, Conservation Easement, and Land Acquisition. The Private Land Programs provide both technical and financial assistance to landowners for conservation practices. The Conservation Easement is a legal agreement between the land owner and an organization that is qualified to protect the wetland, while the land owner continues to own it. The Land Acquisition program allows for willing owners to sell or donate the land to a conservation organization (Saline Wetlands Conservation Partnership). There are four categories of Saline Wetlands. Category 2 wetlands are described as “given current land use and degree of degradation, site currently provides limited saline wetland functions and low values. Restoration potential is low. These sites are so degraded they are not considered as restorable...” (Saline Wetlands Conservation Partnership, 2003, p. 14).

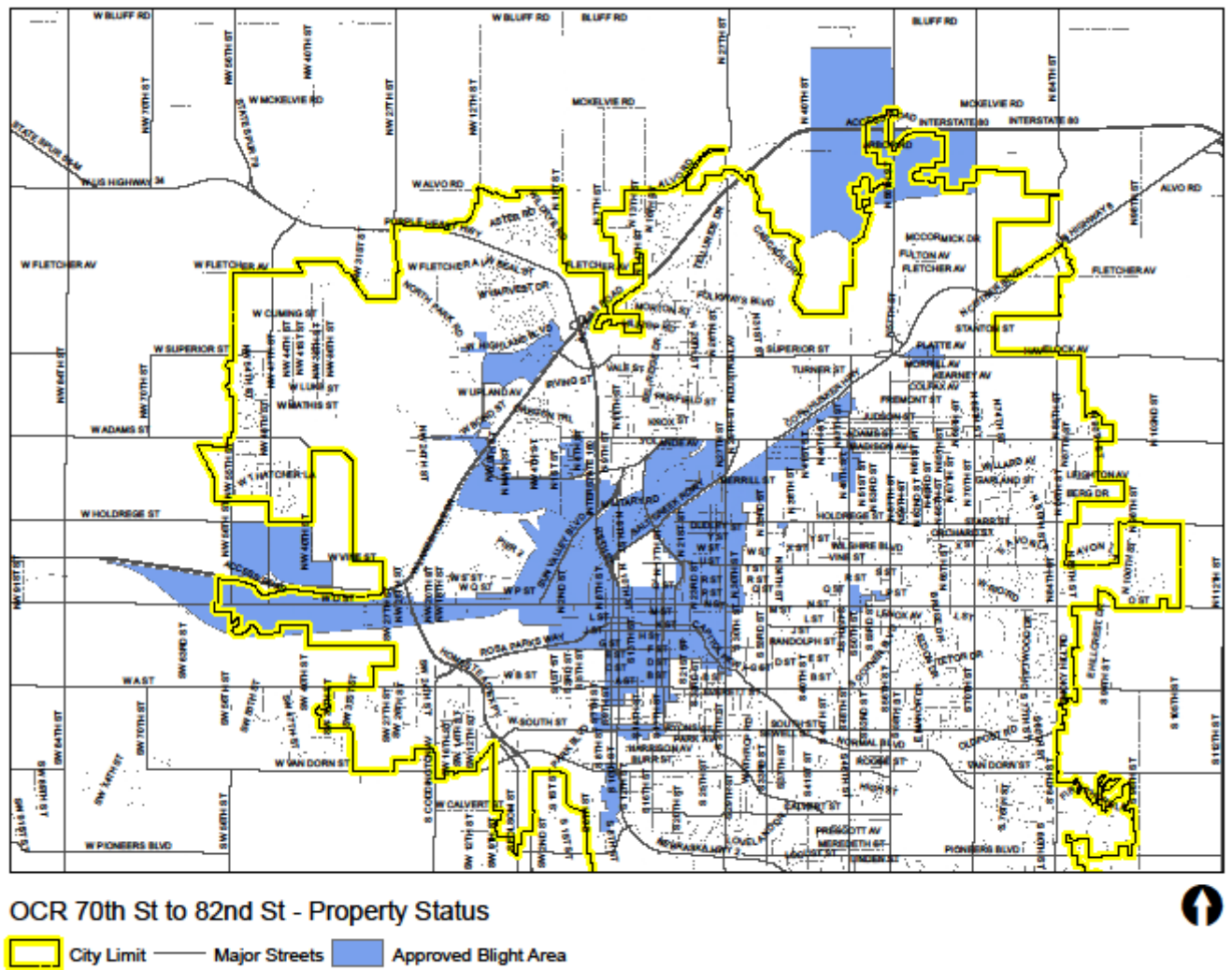


Figure 6: Approved Blight Areas (Source: Lincoln Urban Development Department, June 2013)

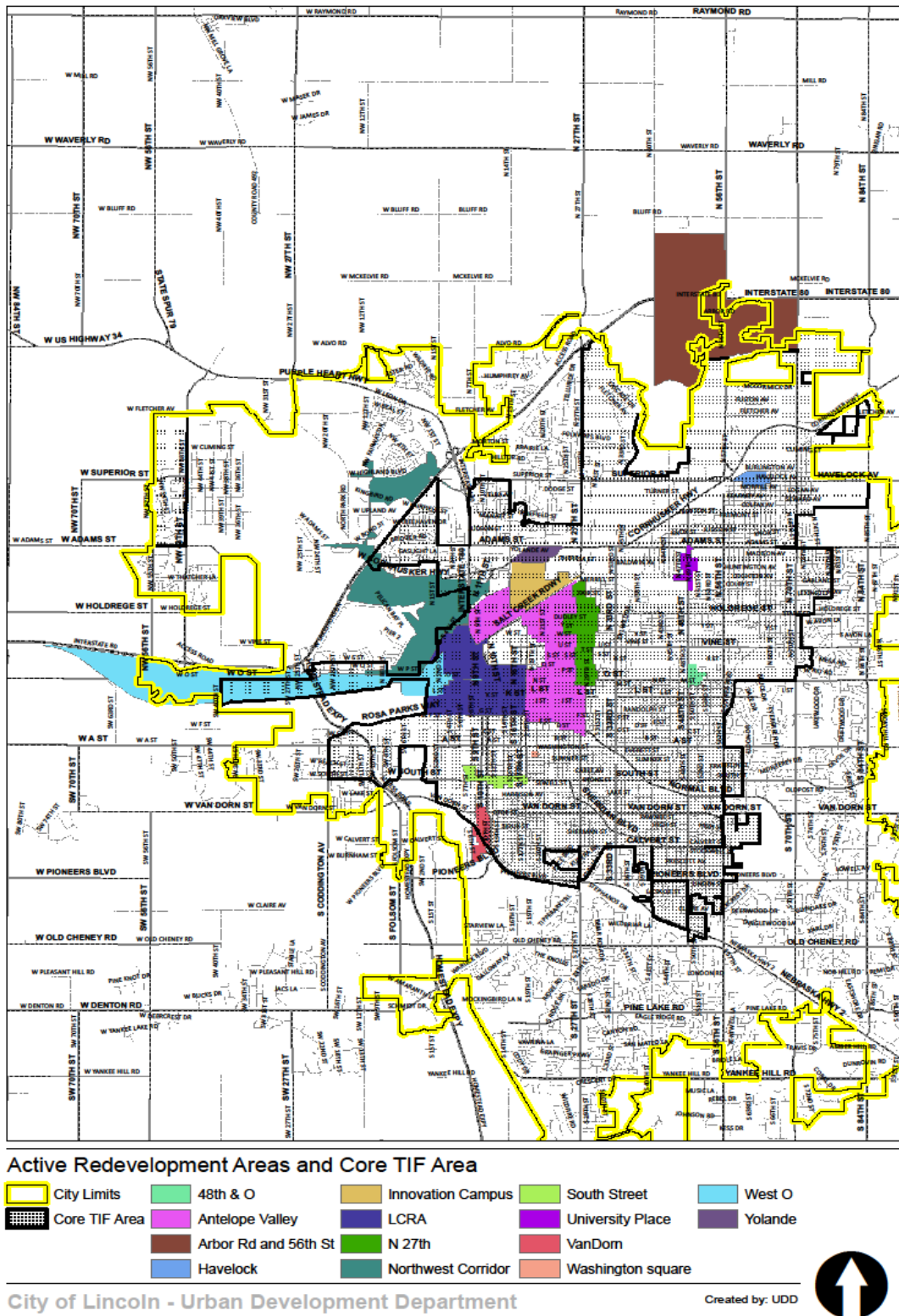


Figure 7: TIF and Redevelopment Areas (Source: Lincoln Urban Development Department, June 2013)

	Census Tract 33.01	City of Lincoln
Total Housing Units	1,978	110,546
Number of Housing Units Occupied	1,878	103,546
Percent Occupied	94.80%	93.67%
Owner Occupied	802	60,924
Renter Occupied	1,076	42,052
Owner to Renter Occupied	42.7% to 57.3%	59.2% to 40.8%
Number of Owner Occupied Housing Units Valued at < \$99,999	195	11,358
Number of Owner Occupied Housing Units Valued between \$100,000-\$199,999	410	36,132
Number of Owner Occupied Housing Units Valued between \$200,000-\$299,999	95	9,463
Number of Owner Occupied Housing Units Valued between \$300,000-\$999,999	102	3,791
Median Value of Owner Occupied Housing	\$131,500	\$141,200

Table 1: Housing Characteristics of Census Tract 33.01 compared to City of Lincoln (Source: U.S. Census Bureau, July 2013)

Mixed Use Development

According to LPlan 2040, the City of Lincoln's push towards creating a more sustainable, more livable, and more environmentally friendly city will be, in part, satisfied by mixed-use development. Understandably, mixed-use developments are not seen as ideal by everyone, so the City of Lincoln plans to encourage this development type most intensively at key locations. These goals, while sounding great on paper, are often times very hard to actually accomplish. There is no "equation" to follow that, if done correctly, will transform a city into the pinnacle of planning and design. However, by having mixed-use areas and traditional developments within the same city, Lincoln prepares itself for the diverse needs of the future.

Mixed-use development is the development or use of a building or set of buildings that employ more than one type of use. These different uses can range from commercial and retail to residential and entertainment. Contemporary “smart growth” principles can be characterized by a return to the way neighborhoods were built before the common use of the automobile, back when the population lived, worked and played all within walking distances. Mixed-used neighborhoods throw out single use zoning and create areas that have diverse living, employment and entertainment options, all easily accessible by the pedestrian. The idea of living in an area where a person can work, live, and play is central to the mixed-use ideology. As these varied uses move closer together in proximity, the options for transportation increase. Where single use zoning separates the residential, commercial and industrial land uses, mixed-use promotes these uses being placed together in a compact and aesthetically pleasing design. By designing our neighborhoods, and in effect our cities, following smart growth designs and traditional planning, the problems of sprawl, pollution and traffic in our cities can be mitigated and the goals of sustainability and livability can be achieved (Duany, Speck, & Lydon, 2010).

Additionally, mixed-use developments usually are within close proximity to recreational areas, or include the development of recreational areas within the development plan, and are to a large extent walkable. Recreational areas are important to mixed-used developments for two reasons. First, they add beauty and a feel of

community to the neighborhood. Second, they also provide areas for members of the community to exercise and play. As many of the residential dwellings in high density mixed-use developments have small or no private yards or lawns, the nearby availability of public recreational spaces is very important to the overall quality of life (Duany, Speck, & Lydon, 2010). Walkability is described as the ease of accessibility that the residents or members of the neighborhood have to services or areas they want or need, via walking. Mixed-use developments often downplay the role of the automobile and highlight the role of the pedestrian in terms of transportation (Duany, Speck, & Lydon, 2010).

The American Planning Association's Planning and Community Health Research Center states that mixed-use development is a "development that blends residential, commercial, cultural, institutional, and where appropriate, industrial uses" (American Planning Association, 2013). Mixed-use development:

- Allows for greater housing variety and density
- Reduces distance between housing, workplaces, retail businesses, and other destinations
- Encourages more compact development
- Strengthens neighborhood character
- Promotes pedestrian and bicycle friendly environments

This type of development is not necessarily appropriate for every situation and every geographical location. Agencies planning or considering new development need to look at a number of factors to decide if the area is correct for mixed-use development. The most important of these factors is location. The Durham, North Carolina Planning Department staff utilized a Geographic Information System (GIS) to determine where the most appropriate areas for mixed-use development are. Below are guidelines for what is needed and what to avoid, that have been found in the results of the Durham Planning Department GIS analysis, as well as from LPlan 2040 (Durham City - County Planning Department, 2011) (Lincoln / Lancaster County Planning Commission, 2011).

What is needed:

- Existing underdeveloped or redeveloping areas
- Sites supported by adequate road and utility capacity
- Activities of daily living within walking distance
- Close proximity to recreational spaces
- Close proximity to schools

What to avoid:

- Areas of low elevation and floodplains
- Steep slopes
- Wildlife habitat
- Inadequate infrastructure

- Low population density

The above guidelines are not exhaustive, but are meant to give general ideas of what planning organizations and developers need to consider. Additionally, if an area does not meet all of the correct guidelines, or has some of the avoidable negative characteristics, that area is not automatically undesirable for mixed-use development. Rather, additional steps must be taken to meet the guidelines or to mitigate the avoidable characteristics. Planning agencies must weigh the benefits and costs of doing so.

Planning agencies must also consider the issue of the current zoning of the area. Changes of the zoning designation can be difficult, and the process may vary somewhat from city to city. Specifically for the city of Lincoln, either a request for a change of zone or application for a Planned Unit Development would need to be filed. For development in this area, a PUD plan would be most useful. PUDs offer both regulatory guidelines for the development area, as well as a development plan for the area. Further information about PUDs, and the specifics of using PUDs in Lincoln, can be found in Appendix C. However, if a zone change is desired, the American Planning Association has created a model mixed-use zoning code that many agencies across the nation are either implementing or using as a model for their own codes. The model code permits “a mix of commercial and residential uses” and “accommodate(s) a physical pattern of

development” consistent with mixed-use areas (American Planning Association, 2006).

The introduction to the model can be seen in Appendix D.

LPlan 2040

LPlan 2040, the Comprehensive Plan for the City of Lincoln and Lancaster County, was adopted in October of 2011. LPlan 2040 lays out the framework and guidelines for the accommodation of the expected growth in the City of Lincoln and in Lancaster County over the next 30 years. The plan “outlines where, how and when the community intends to grow, how to preserve and enhance the things that make it special, and strategies for implementing the vision for how we will live, work, play, and get around in the future” (Lincoln Metropolitan Planning Organization, 2011). The entire document is a useful guide for future growth, but of particular importance to this project are Chapters Four and Six.

Chapter Four is titled “Placemaking” and “describes the principles and strategies intended to preserve and enhance the community’s unique character – its sense of place – through preservation of cultural and historic resources and focus attention to the quality of public and private development” (Lincoln / Lancaster County Planning Commission, 2011, p. 1). The chapter is concerned with improving the environment of the City of Lincoln and of Lancaster County.

One of the ways that is being accomplished is through the establishment of entryway corridors. These “key” entryway corridors provide a sense of arrival and

provide a first impression of the community. As is shown in Figure 8, West O Street from West 98th Street, through the project area, to downtown Lincoln is designated as a Capitol View Corridor. Figure 9 and Figure 10 are pictures depicting the current state of the entryway corridors. Both photos are taken on West O Street, looking to the east. The business of T.O Haas Tire, Runza, and Lee's Propane are seen in Figure 9. In Figure 10, the State Capitol Building is just visible in the background of the middle of the picture. Chapter Six of LPlan 2040 is titled "Mixed-Use Redevelopment" and "lays out the strategy for mixed-use redevelopment that strives for compatibility with surroundings while accomplishing various principles of the plan" (Lincoln / Lancaster County Planning Commission, 2011, p. 1). The chapter explains many of the principles and ideas associated with mixed-use development, as well as gives guidelines for what mixed-use development should do or have when implemented. Below are some key principles that are listed. An exhaustive list is included in Chapter Six of LPlan 2040. Mixed-use redevelopment should:

- Target existing underdeveloped or redeveloping commercial and industrial areas in order to remove blighted conditions and more efficiently utilize existing infrastructure;
- Occur on sites supported by adequate road and utility capacity;
- Enhance entryways when developing adjacent to these corridors;

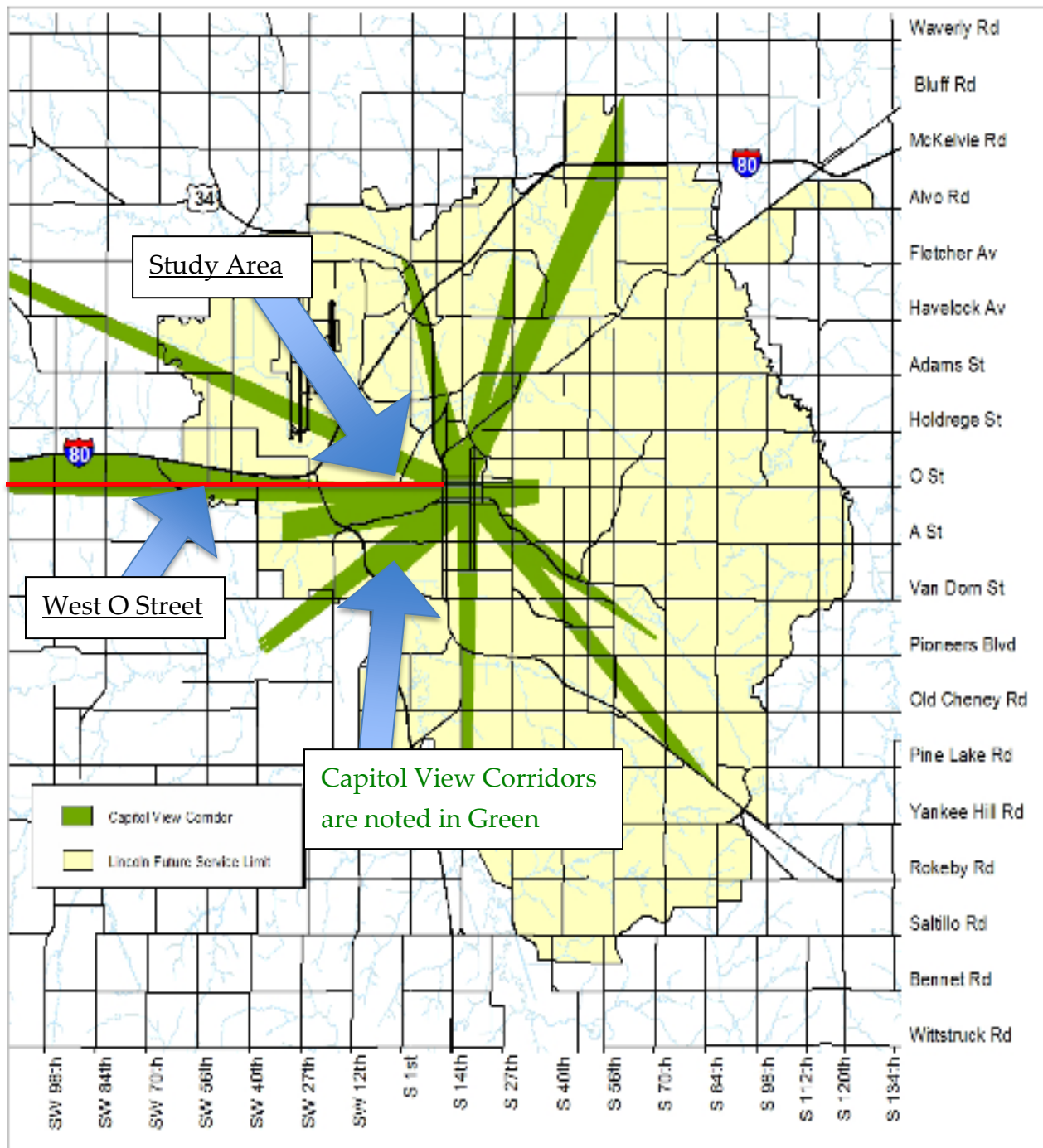


Figure 8: Capitol View Corridors in LPlan 2040 (Source: Lincoln / Lancaster Planning Department, June 2013)



Figure 9: Photo of O Street, Looking East (From Street at West O Street & NW Roundhouse Dr. Intersection, October 2013)



Figure 10: Photo of O Street, Looking East (From Sidewalk at West O Street & NW Roundhouse Dr. Intersection, October 2013)

- Encourage substantial connectivity and convenient access to neighborhood services (stores, schools, parks) from nearby residential areas; and
- Help to create neighborhoods that include homes, stores, workplaces, schools, and places to recreate.

The chapter also explains that corridors along the areas that are targeted for mixed-use redevelopment represent places that could be better served by public transportation in the future. As can be seen in Figure 8, West O Street from West 56th Street to downtown Lincoln is designated as a “Transportation Enhancement Corridor.”

2. Project Description

As stated above, LPlan 2040 has already targeted the area near the intersection of West O Street and Sun Valley Boulevard for possible redevelopment. Discussions with persons at the Lincoln / Lancaster County Planning Department led to the idea of assessing the feasibility of redeveloping this area, as indicated in LPlan 2040. This project provides analysis and a recommendation to the Lincoln / Lancaster County Planning Department concerning the feasibility of mixed-use redevelopment of this area. Below is the framework of the project.

Project Goal and Objectives

Goal

Research and compile relevant information for review by the Lincoln / Lancaster County Planning Department in regards to the feasibility of redeveloping the West O area, as well as make recommendations as to that feasibility.

Objectives

1. Consider the cost of development, specifically how Tax Increment Financing (TIF) might be utilized.
2. Compile a detailed inventory of what exists in the area, including ownership, value of land and buildings and if they are currently vacant.
3. Analyze the impact of the 100 – year flood plain that the area resides in and inventory the existing infrastructure (sanitary sewer, utilities, and roads)

- and their condition to determine their ability to support additional development.
4. Compare the geographic location of the area and various existing conditions (employment dynamics, proximity to schools, parks, etc., and ability to exist as a resource) to the guiding principles in LPlan 2040.
 5. Recommend specific site(s) within the study area that are best suited for redevelopment based on cost and availability of land, appropriateness of adjacent uses, land ownership, ability to assemble adjacent parcels, and proximity to major roads / highways.

Methodology (By Objective)

1. **Consider the cost of development, specifically how Tax Increment Financing (TIF) might be utilized.** For purposes of analysis of the potential estimated cost of development, an example development case study provided by the Urban Land Institute was used. The example project is known as Alley24 and was developed in Seattle, Washington. This example development consists of 172 residences, 185,000 square feet of office space and three restaurants. The approximate size of the development area is 1.98 acres. The total project cost was 92 million dollars 2007 (Urban Land Institute, 2008). This development project was chosen as a comparison project for four reasons. First, the size of the

development is very similar to the size of proposed development sites that are identified for Objective 6. Second, the number of dwelling units is of similar scope to what is called for in LPlan 2040 (although smaller than the range of 200-500 units stated in LPlan 2040). Third, the Alley24 development is a mixed-use development. Fourth, it is an infill development and part of an overall redevelopment strategy for the neighborhood. These characteristics are all similar to the type of redevelopment called for in LPlan 2040 at this location. Further information on the project can be found in Appendix E. The Ally24 project required site improvement costs of almost 9 million dollars for paving, excavation, grading, sewers and drainage. The project in the study area would also require site improvement similar to this, and the costs of those improvements could be paid through TIF financing. For this purpose, a breakdown of five, ten or fifteen million dollars funding for a development project through Tax Increment Financing (TIF) was created by Mr. Brad Slaughter, Assistant Vice President with Ameritas Investment Corporation. This document is located in Appendix F.

2. **Compile a detailed inventory of what exists in the area, including ownership, value of land and buildings and if they are currently vacant.** This information was gathered via the City of Lincoln's "GIS Viewer"² and the Lancaster County

² <http://lincoln.ne.gov/gis/gisviewer/>

Assessor's website. The "GIS Viewer" allows the user to select the parcel desired from an interactive map and provides information about the selected parcel within the viewer, as well as providing a link to the Lancaster County Assessor's web page for that parcel. This data was entered into an Excel spreadsheet to export as a table for inclusion in this project, as well using the calculating and statistical functions of Excel to calculate average value, average age, etc. This source was also used to compile a detailed list of all businesses in the area. That list can be found in Appendix B.

3. **Analyze the impact of the 100 – year flood plain in which the study area is located and inventory the existing infrastructure (sanitary sewer, utilities, and roads) and their conditions to determine their ability to support additional development.** ArcMap and layers (in shapefile form) from the Lincoln / Lancaster County Planning Department were used to analyze the extent of the flood plain. Information from the Watershed Management division of the City of Lincoln's Public Works/Utilities Department was used to understand the regulations on percentage of allowable fill (dirt fill or dry floodproofed structures that eliminate flood storage volume). Contact was made with Dennis Bartels, Manager of the Development Services department of Engineering Services within the Public Works/Utilities Department for data or information regarding the existing infrastructure.

4. **Compare the geographic location of the area and various existing conditions (employment dynamics, proximity to schools, parks, etc.) to the guiding principles in LPlan 2040.** Employment dynamics were gathered using the OnTheMap³ application provided by the U.S. Census Bureau. The analysis was performed on the entirety of census tract 33.01, within which the study area is located. The census tract includes 79 census blocks and 2.342 square miles. Figure 5 shows a graphical representation of the area within census tract 33.01. The labor profile of the area for primary jobs in 2011 (which is the latest year data is available) was analyzed. The area was analyzed for the “inflow/outflow” of primary jobs in 2011. Proximity to schools and parks were calculated using the network analyst extension of ArcMap and are calculated from the intersection of West O Street and Sun Valley Boulevard. Guiding principles and strategies for mixed-use development in Lincoln are explained in Chapter 6 of LPlan 2040, particularly in sections 6.2 and 6.3.
5. **Recommend specific site(s) within the study area that are best suited for development based on cost and availability of land, appropriateness of adjacent uses, land ownership, ability to assemble adjacent parcels, and proximity to major roads / highways.** By assessing the cost and availability, land ownership and ability to assemble adjacent parcels, several specific sites

³ <http://onthemap.ces.census.gov/>

within the area were identified. Criteria used to determine these sites were the number of acres possible to utilize, lowest cost of the parcels and if the adjacent parcels have one owner. These sites were then evaluated based on the appropriateness of adjacent uses and on the proximity to major roads / highways. Appropriate adjacent uses were defined as anything supportive of new residential development, such as retail, services or entertainment. Non-appropriate uses were defined as anything not supportive of new residential development, such as industrial uses. It is important to note that while several specific sites were evaluated using these criteria, the entire study area is being analyzed for redevelopment in this project.

3. Results (By Objective)

Cost of Development TIF Scenario

The Tax Increment Financing (TIF) scenario was developed for a 15 year amortization and provides for the costs of issuance within bond issues of three different amounts - \$5 million, \$10 million and \$15 million (see Appendix F). These costs include commission to the bond salesperson, bond counsel, underwriter's discount, and CUSIP (Committee on Uniform Securities Identification Procedures) filing fees. For the five million dollar scenario, the average repayment would be \$414,828.33 per year or a total repayment amount of \$6,222,425 over the 15 year life of the bond. Of this total repayment amount, \$5,000,000 would be deposited to the construction fund; \$76,200 covers the costs of issuance; \$3,800 is cash to the issuer; and the remaining \$1,142,425 is interest paid over the life of bond. The interest rate (2.794%) is current as of June 2013. For more information, including the figures for the ten and fifteen million dollar bond scenarios, see Appendix F.

The level of TIF funding that the city and the project developer(s) could obtain depends upon projected increases of property valuations of the redevelopment project. Assuming that the redevelopment project could generate an increase of property tax revenue of 15 million dollars over 15 years, the most likely use of the TIF dollars would be for infrastructure or site costs. This means that the project would have up to 15 million dollars to utilize in qualifying site improvements, increased infrastructure capabilities, such as roads and sewers, and landscaping and beautification. The City of

Lincoln's policy guidelines for the use of TIF are included in Appendix F. In this scenario, a private developer would then be responsible for the other costs of development, such as construction of buildings and "soft" expenses, such as paying planning and design firms.

Detailed Inventory

As mentioned previously, the study area is zoned for a number of different uses. Within those zones, there are a number of primary uses. The uses listed here are designated by the Lancaster County Assessor. They consist of Retail, Service, Convenience Store, Fast Food Restaurant, Industrial, Other-Commercial, Exempt and Vacant Land. Of the 41 properties within the study area, the percentages are as follows:⁴

- Retail = 14.63%
- Service = 34.15%
- Convenience Store = 2.44%
- Fast Food Restaurant = 7.32%
- Industrial = 2.44%
- Other-Commercial = 14.63%
- Exempt = 2.44%
- Vacant Land = 24.39%

⁴ Values do not add up to 100% due to rounding

The average age of the structures that exist on these parcels is 32 years old; the average construction date is 1981. The oldest structure was built in 1910, while the newest was built in 2006. The average 2013 value is \$482,547.06 with the highest valued property at \$1,707,400.00 and the lowest valued property at \$12,800 (Lancaster County, 2013). While there is no clear geographic boundary between higher and lower valued parcels, the parcels in the east part of the study area tend to have higher valuations. Figure 11 shows the assessed value by parcel. There are clusters of higher valued parcels and lower valued parcels. The area along West P Street and West O Street, near NW Roundhouse Drive has lower value when compared to the area overall. The area near the intersection of West O Street and Sun Valley Boulevard and continuing north along Sun Valley Boulevard has higher valuations compared to the area overall.

The parcels in the area vary in size from 0.1 acres to 11.25 acres. These are both outliers as the average acreage per parcel is about 1.5 acres. The total number of parcel acres within the study area is 64.46. This does not include the southwest corner of the area, as that is part of a larger parcel encompassing Hobson Rail Yard. There are 21 parcels that are between 0.421 and 1.420 acres. Refer to Figure 12 for specific acreages of parcels. For details about specific parcels, and a list of businesses, refer to Appendix B. Figure 13 shows all parcel locations with a code number assigned to the parcel that can be used to look up information about the parcel in the Property Information Table

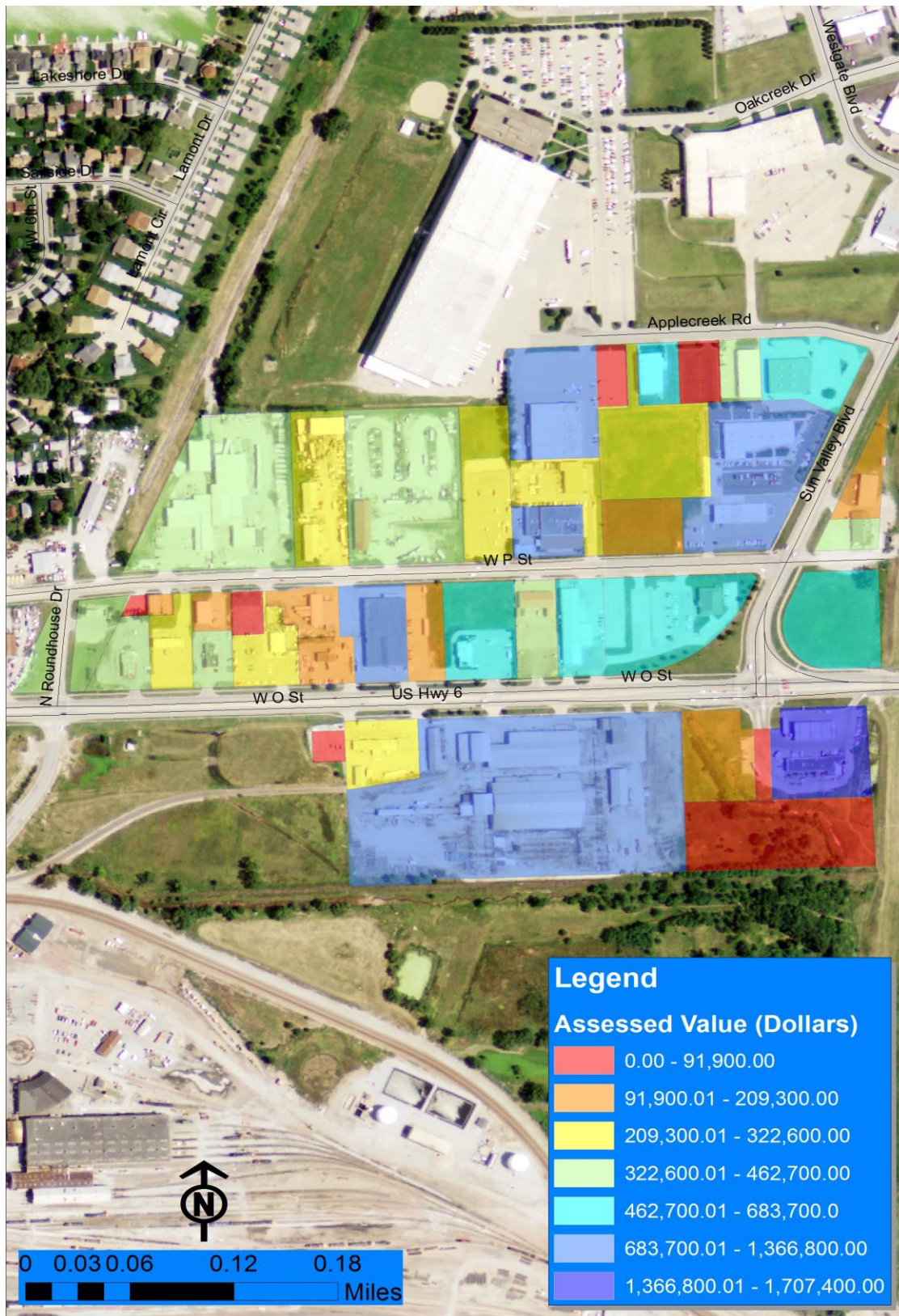


Figure 11: Assessed Value by Parcel in Study Area (Source: Lancaster County Assessor, July 2013)

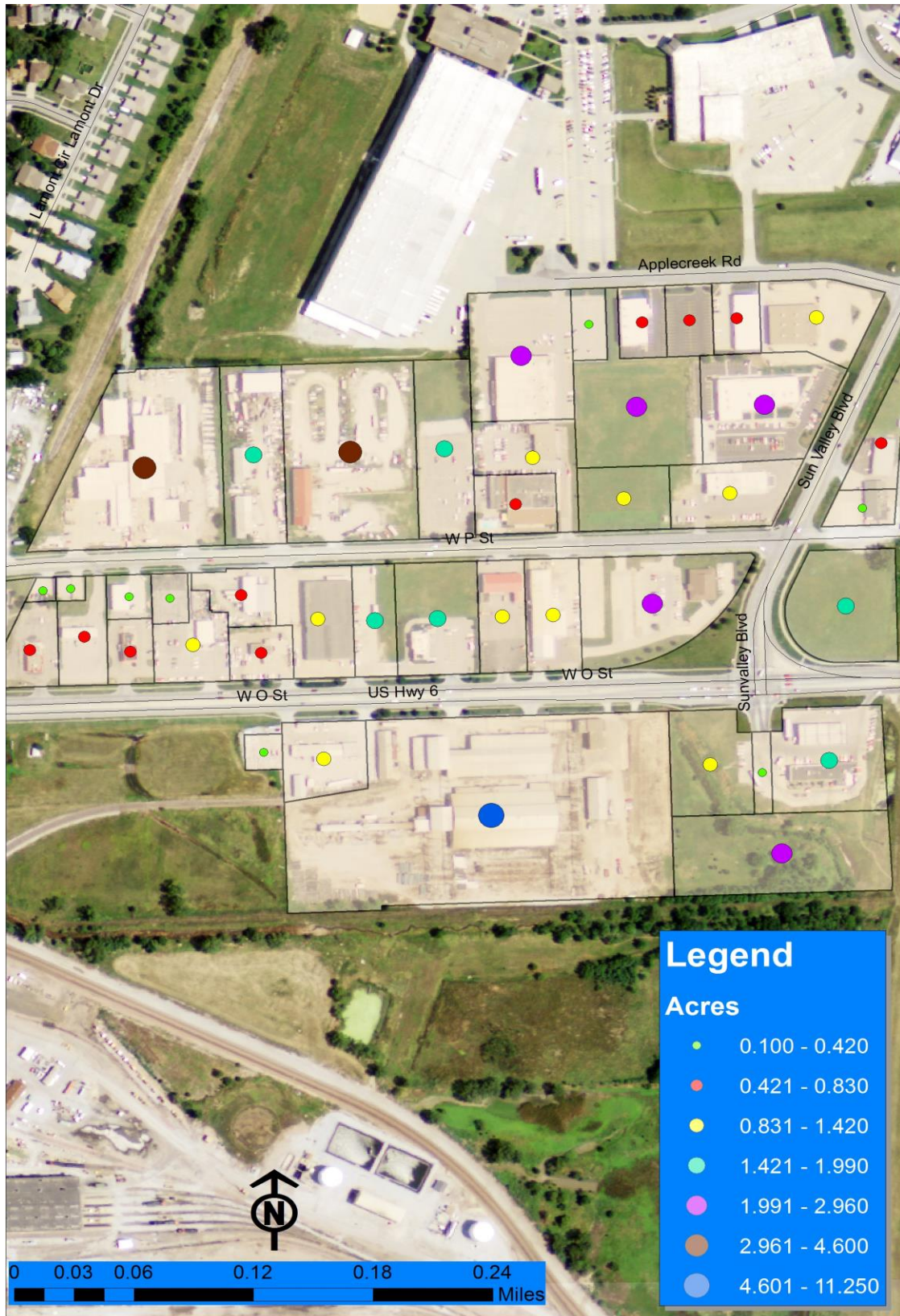


Figure 12: Acres by Parcel in Study Area (Source; Lincoln / Lancaster County Planning Department, June 2013)



Figure 13: Parcels with Corresponding Code Number (For use in Appendix B. Source: Lancaster County Assessor, August 2013)

found in Appendix B. The code number was assigned to the parcels after the parcels were sorted alphabetically according to ownership. Parcels were sorted alphabetically by owner to identify multiple parcels that are owned by one owner. The List of Business also found in Appendix B includes the corresponding parcel code number for the parcel that the business is located on.

Flood Plain Analysis and Impact and Inventory of Existing Infrastructure

As can be seen in Figure 14, the entire study area falls within the secondary, or 500-year, flooding area and most of the area falls within the primary, or 100-year flooding area. This is a direct result of the area having a close proximity to Salt Creek. The 100-year flood plain is the level of a flood that has a 1% chance of happening in any given year (Nebraska Department of Natural Resources). The Salt Creek Floodplain Mapping project undertaken by the Watershed Management Division of the City of Lincoln Public Works/ Utilities Department explains what can and cannot be built in the area (City of Lincoln Public Works and Utilities, 2006). The area within a 100-year floodplain is divided into the Floodway and Flood Fringe.

The Federal Emergency Management Agency (FEMA) prescribes what can be built in the Floodway and Flood Fringe of such bodies as Salt Creek. As can be seen in Figure 15, the areas behind the levees (earthen berm built to minimize flooding to neighborhoods) are known as flood storage areas. FEMA will require the Floodway designation, which is much more restrictive to what can be built, to remain along the

levee system (as in Figure 16), if a certain portion of the flood storage area is preserved (i.e., not built upon). Each Storage Area has a specific percentage of allowable fill. The study area falls within Storage Areas 10 & 8, which allows for 40% and 35%, respectively, of volume allowed to be filled. This can be seen in Figure 16. So 40% of the area within Storage Area 10, which extends from O Street to the BNSF railroad tracks that bisect Sun Valley Boulevard and from Salt Creek to the same railroad tracks (using Capitol Beach as a southern boundary), is allowed to be filled, and the other 60% must remain preserved (City of Lincoln, 2006).

According to correspondence with Mr. Dennis Bartels, Engineering Services Manager for the City of Lincoln Public Works and Utilities Department, the study area is adequately served by public sewer and water mains for the type of mixed use development designated for that area in LPlan 2040 and as described in the example development in Appendix E. Depending on the exact location of the development, the sites may be served either by existing mains or may need extensions of mains to provide abutting sewer or water mains to tap. If development occurs on specific sites that are not served, the property owners are responsible for the cost of initial construction of the mains (Bartels, 2013).

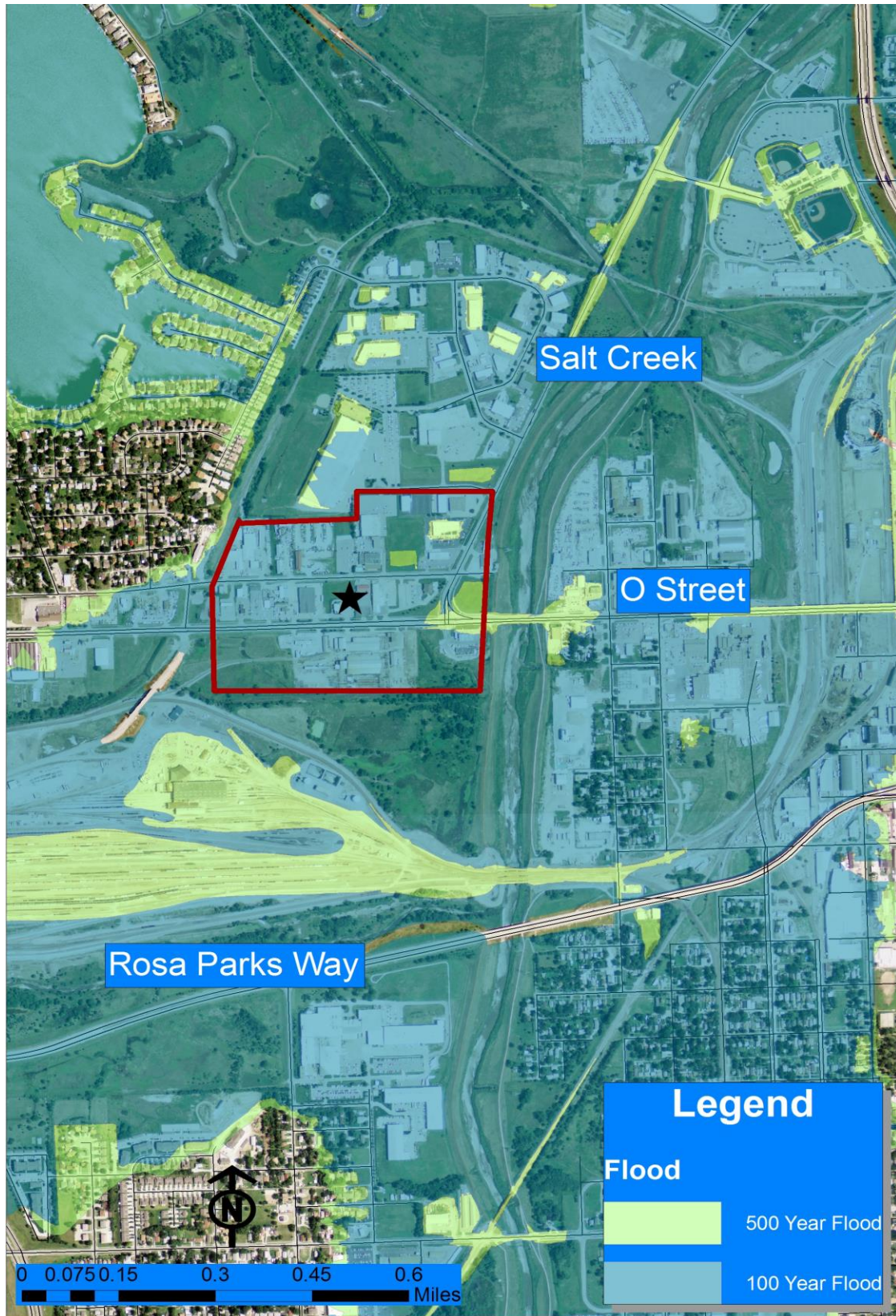


Figure 14: FEMA 100 & 500 Year Flood Plains (Source: Lincoln / Lancaster County Planning Department, June 2013)

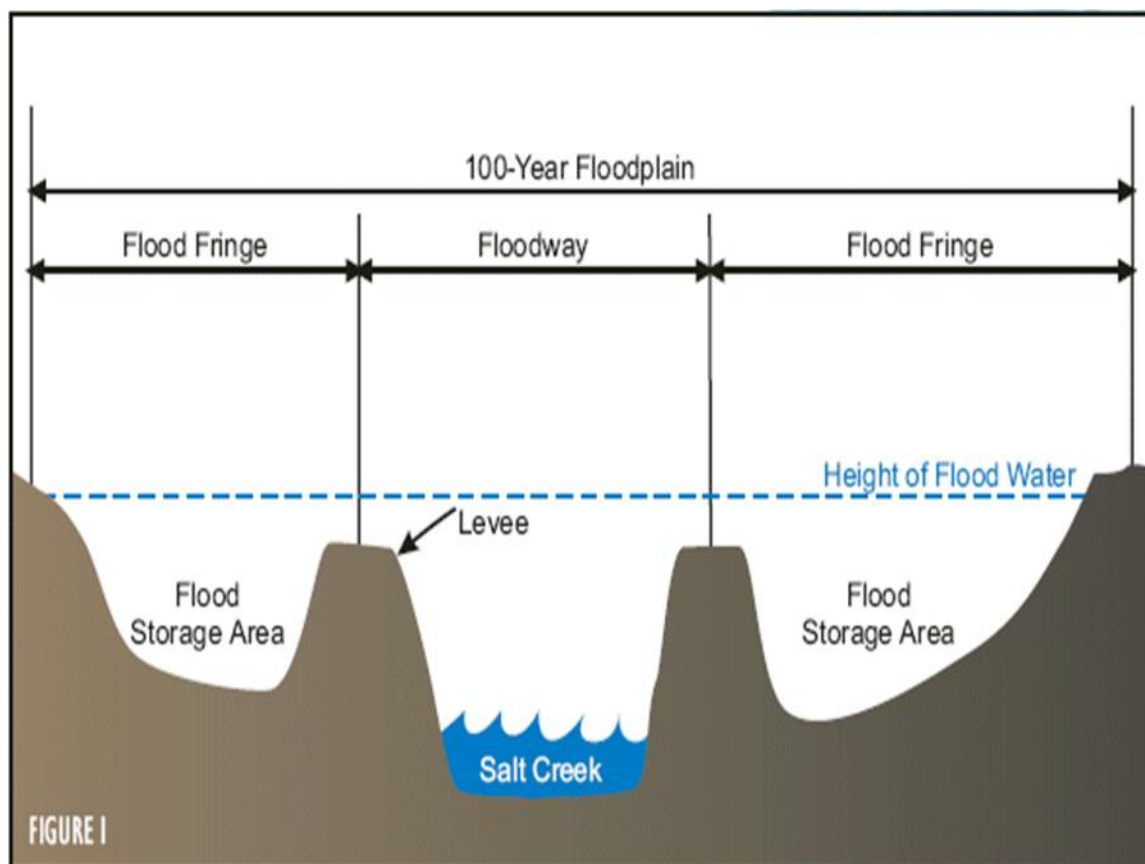


Figure 15: Typical Cross Section of Salt Creek (Source: City of Lincoln Public Works and Utilities Department)

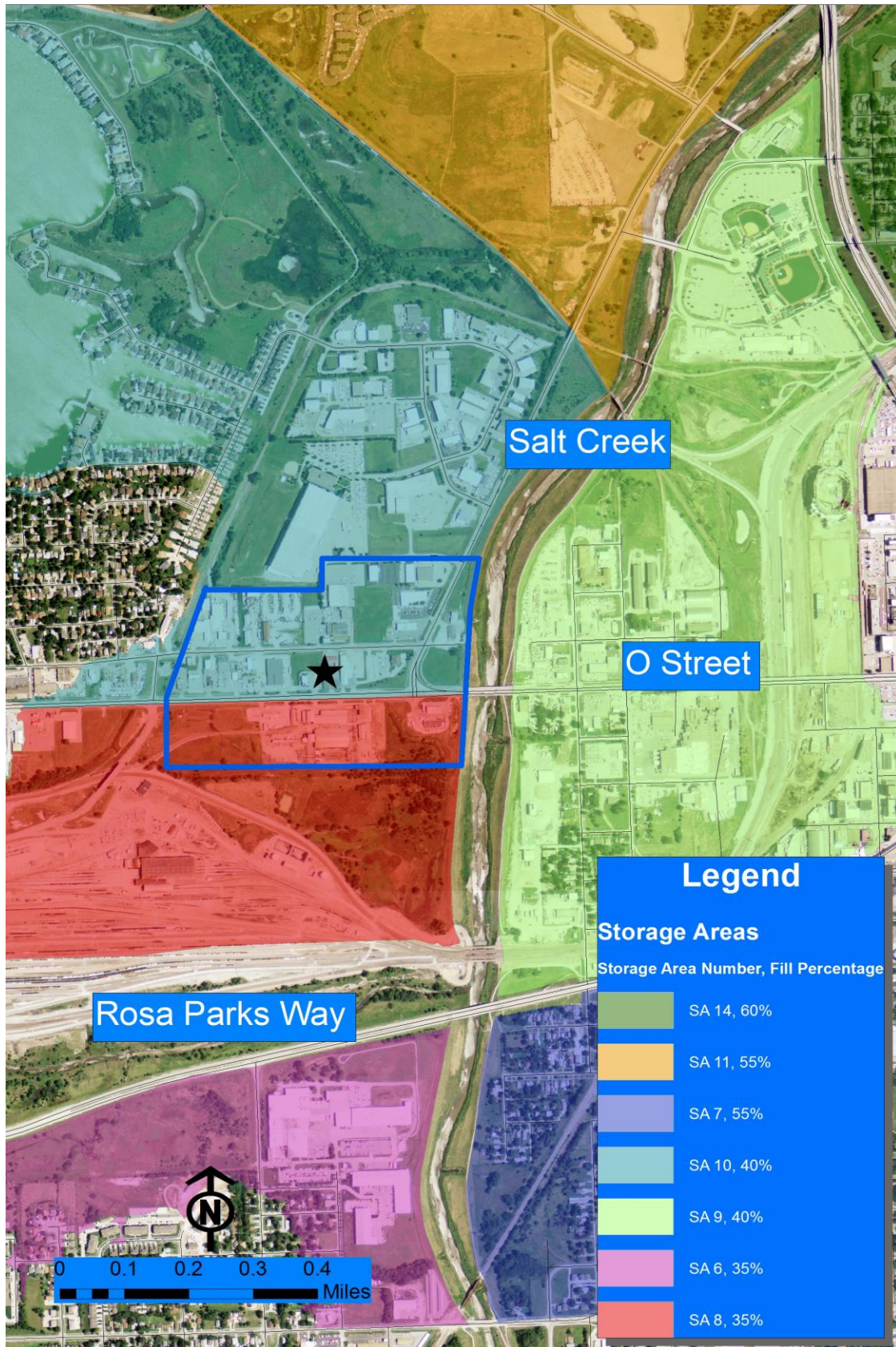


Figure 16: Salt Creek Flood Storage Areas (Source: Lincoln / Lancaster County Planning Department, June 2013)

Geographic Location and Existing Conditions

The analysis of various employment dynamics shows that a high percentage of persons who live in the area work outside of the area, and a high percentage of those who work in the area, live outside of it. For analysis purposes, employment pertaining to census tract 33.01 was used, which represents a larger area than the study area (see Figure 5). Using the entire census tract yields a better understanding of the employment dynamics from a larger sample size. In 2011, there were 1,869 total primary jobs in census tract 33.01 (U.S Census Bureau, 2011). Of those 1,869 primary jobs, 1,791 were held by persons living outside of the census tract. In comparison, in 2011 there were 1,528 persons living in the census tract, and 1,450 of those persons held primary jobs outside of it. Only 78 persons held jobs in the area and lived in the area in 2011. Further characteristics of employment in Census Tract 33.01 can be seen in Appendix I.

The schools that are closest to the area are Lakeview Elementary, Park Middle, and Lincoln High School. Lakeview Elementary School is located on Capitol Beach Boulevard and West Q Street. The distance from the study area to Lakeview is 0.9 miles. Park Middle School is located at 8th Street and G Street. The distance to Park Middle School from the study area is 1.5 miles. Lincoln High School is located at J Street and Capitol Parkway. The distance from the study area to Lincoln High is 2.4 miles. Figure 17 shows the locations of these schools.

The area has easy access to three recreational areas. They are Oak Creek Park, Schwarzkopf Park and Cooper Park. All of these areas can be accessed via trails or city

streets. There are currently no recreational spaces within the redevelopment area. As can be seen in Figure 17, the redevelopment area has close proximity and access to many on- and off-street pedestrian bicycle trails and paths. These trails and paths are part of, and connect to, the 128 miles of trails in the Great Plains Trails Network, which exists in and around the Lincoln area (Lincoln Parks and Recreation, 2013). The area also has a walkable proximity to potential employers, including BNSF Railway at Hobson Yard, Speedway Motors, and small businesses along West O Street (banks, restaurants, car dealerships, etc.) The area is in close proximity to the downtown of Lincoln (.9 miles from the intersection of West O Street and Sun Valley Boulevard to the intersection of O Street and 9th Street), as well as the City Campus of the University of Nebraska – Lincoln (1.5 miles from the intersection of West O Street and Sun Valley Boulevard to 1400 R Street).

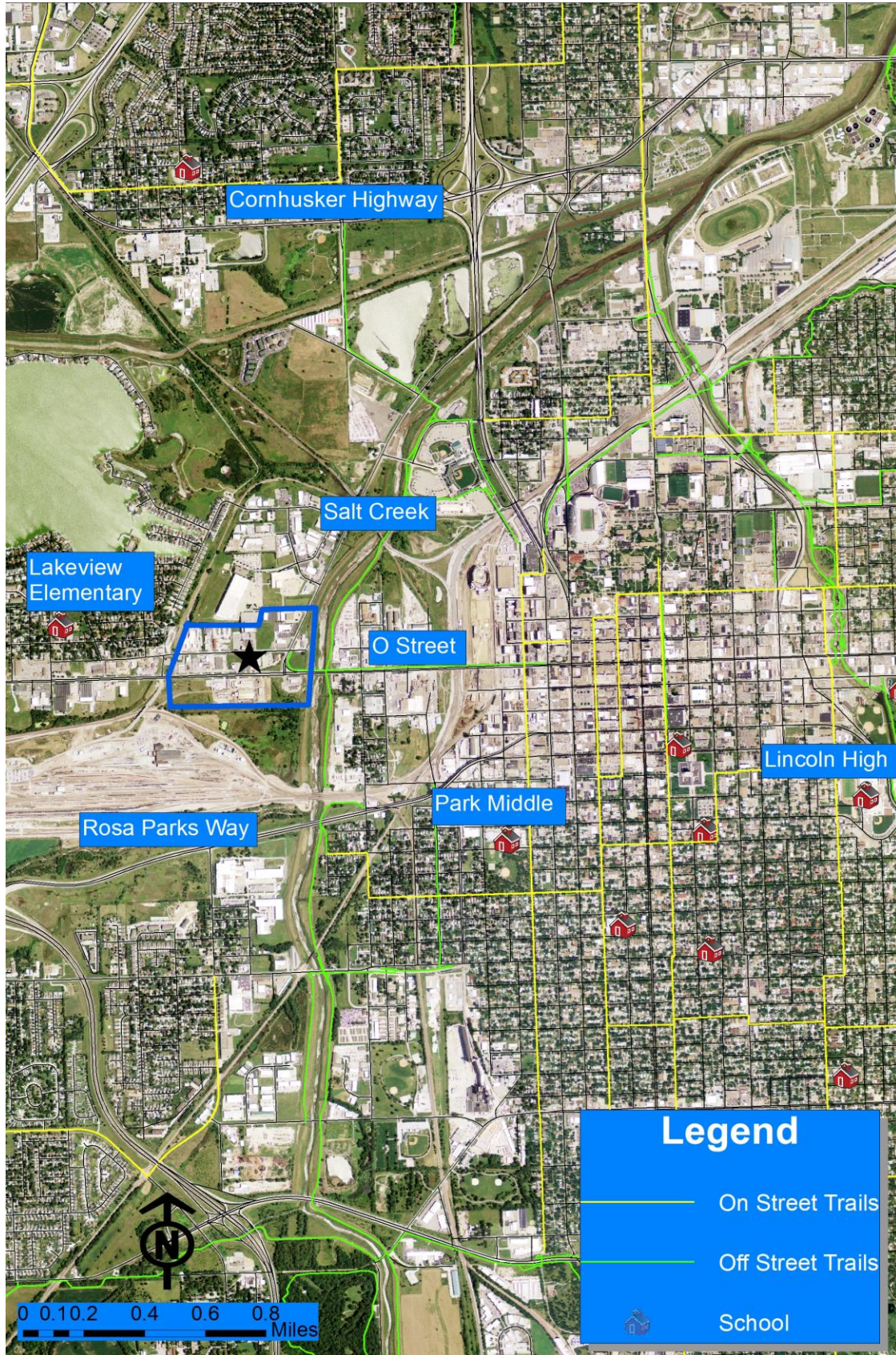


Figure 17: Area Schools and Trails (Source: Lincoln / Lancaster County Planning Department, June 2013)

Specific Site Selection

The first criterion considered in the site selection analysis was the availability of parcels. As is shown in Figure 18 there are 10 vacant parcels in the area. There are two clusters of three vacant parcels apiece, and the other four vacant parcels are spread throughout the study area. These two clusters offer the best ability to immediately assemble adjacent parcels and are the focus of the site selection analysis. Cluster 1 contains Parcel ID's 1022422002000, 1022422001000, and 1022420001000. These can be referenced in the Property Information table found in Appendix B. The first two parcels are owned by Michael and Kay Breiner, while the third is owned by Red Strike Inc. Cluster 1 has a combined assessed value of \$484,700 and a combined acreage of 3.89, which is an assessed value of \$124,601 per acre. Cluster 2 contains Parcel ID's 1027200012003, 1027200012005, and 1027200012001. These three parcels are owned by COFCO LLC. Cluster 2 has a combined assessed value of \$209,300 and a combined acreage of 4.64, which is an assessed value of \$45,107 per acre. Figure 19 shows assessed value per acre for all vacant parcels in the study area. When considering the assessed value per acre, Cluster 2 offers the lowest cost per acre.

Refer to Figure 20 to see the clustering of the vacant parcels, designated as Cluster 1 and Cluster 2. The appropriateness of adjacent uses was then considered. Cluster 1 is bordered on the west, from north to south, by Sun Valley Lanes, Servant Auto Sales, and Prairie Life Fitness. It is bordered by the Lincoln Firefighter's Reception Hall to the north, and on the east, from north to south, by Pratt Audio and Visual, and

the Sun Valley Center, containing a Subway Restaurant and a branch of Hastings State Bank. The southern border is P Street. Cluster 2 is bordered on the West by B & J Partnership LTD, to the north by West O Street, to the East by a Pump and Pantry and a natural landscape to the south. The adjacent uses of land next to Cluster 1 are more appropriate than the adjacent uses next to Cluster 2.

Finally, the proximity to major roadways / highways was considered. Cluster 1 is bordered by P Street to the south and has close proximity to both Sun Valley Boulevard, to the east, and West O Street, to the south. Cluster 2 is bordered by West O Street to the north. At this point it is important to consider that O Street is also known as U.S. Highway 6. The Nebraska Department of Roads (NDOR) maintains an access control policy to the state highway systems. "Access Control is the regulation of access, through the limitation of public access rights to and from properties abutting the highway facility. It is the condition where the right of property owner's use and enjoyment of access is controlled by the department" (Nebraska Department of Roads, 2006). The NDOR document explains that controlled access facilities are those that are designed explicitly for the facilitation of through traffic and that the Nebraska Department of Roads has the right to restrict access to the highway facility. West O Street, because of its use as a part of U.S. Highway 6, falls under the controlled access provision, which may affect the ability of a development at that site to gain access to West O Street.

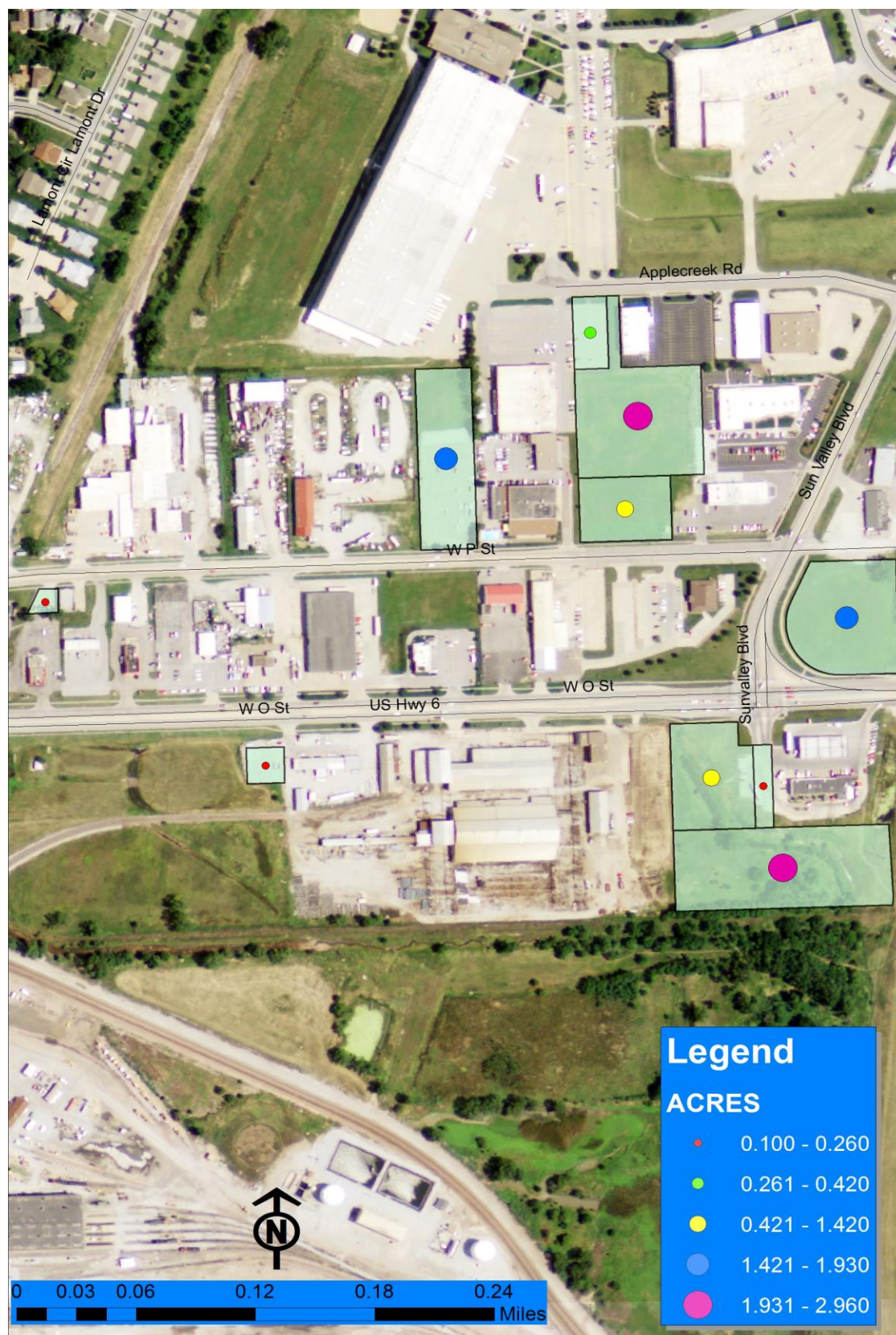


Figure 18: Locations of Vacant Parcels with Number of Acres (Lancaster County Assessor, July 2013)

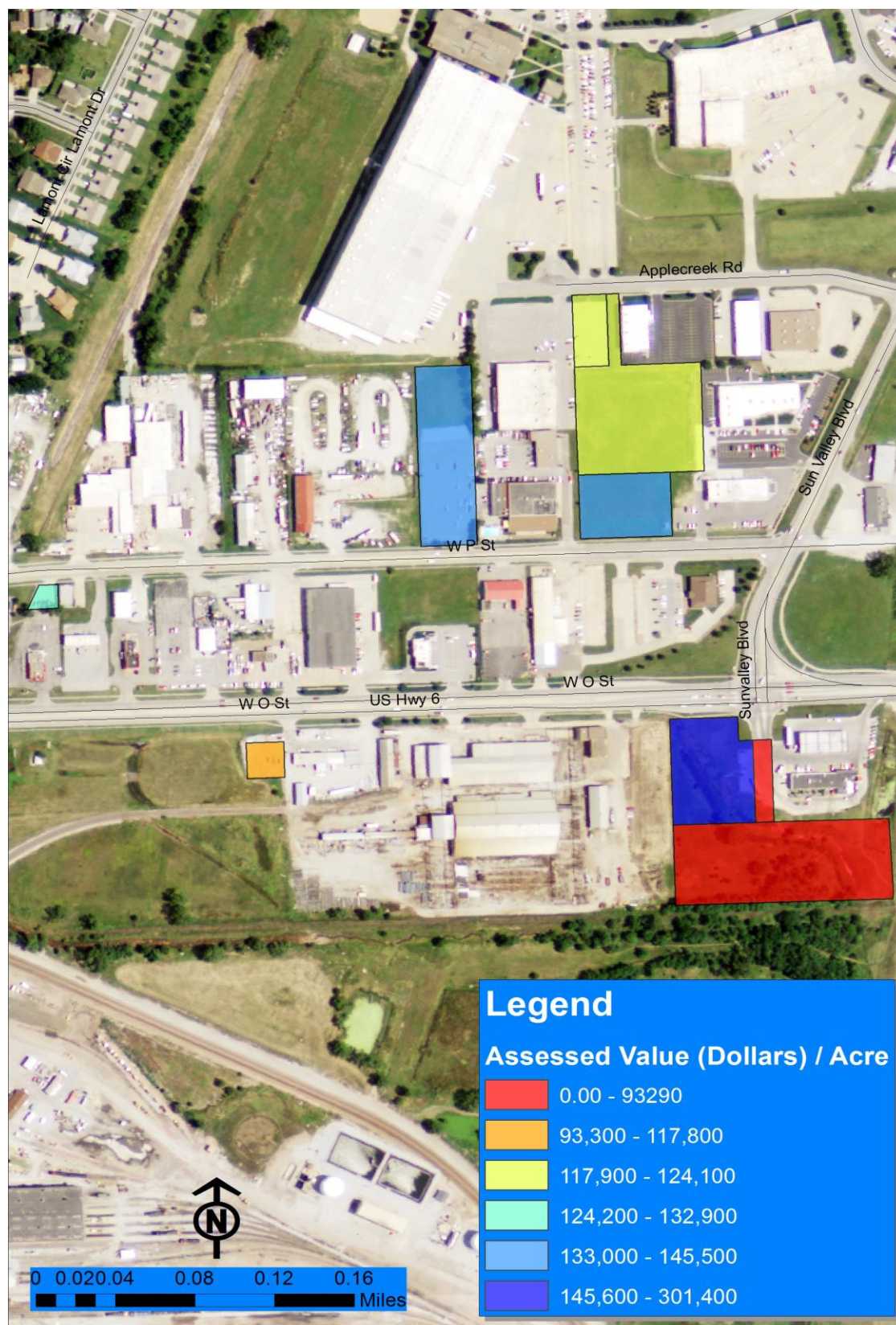


Figure 19: Assessed Value per Acre of Vacant Parcels (Lancaster County Assessor, July 2013)

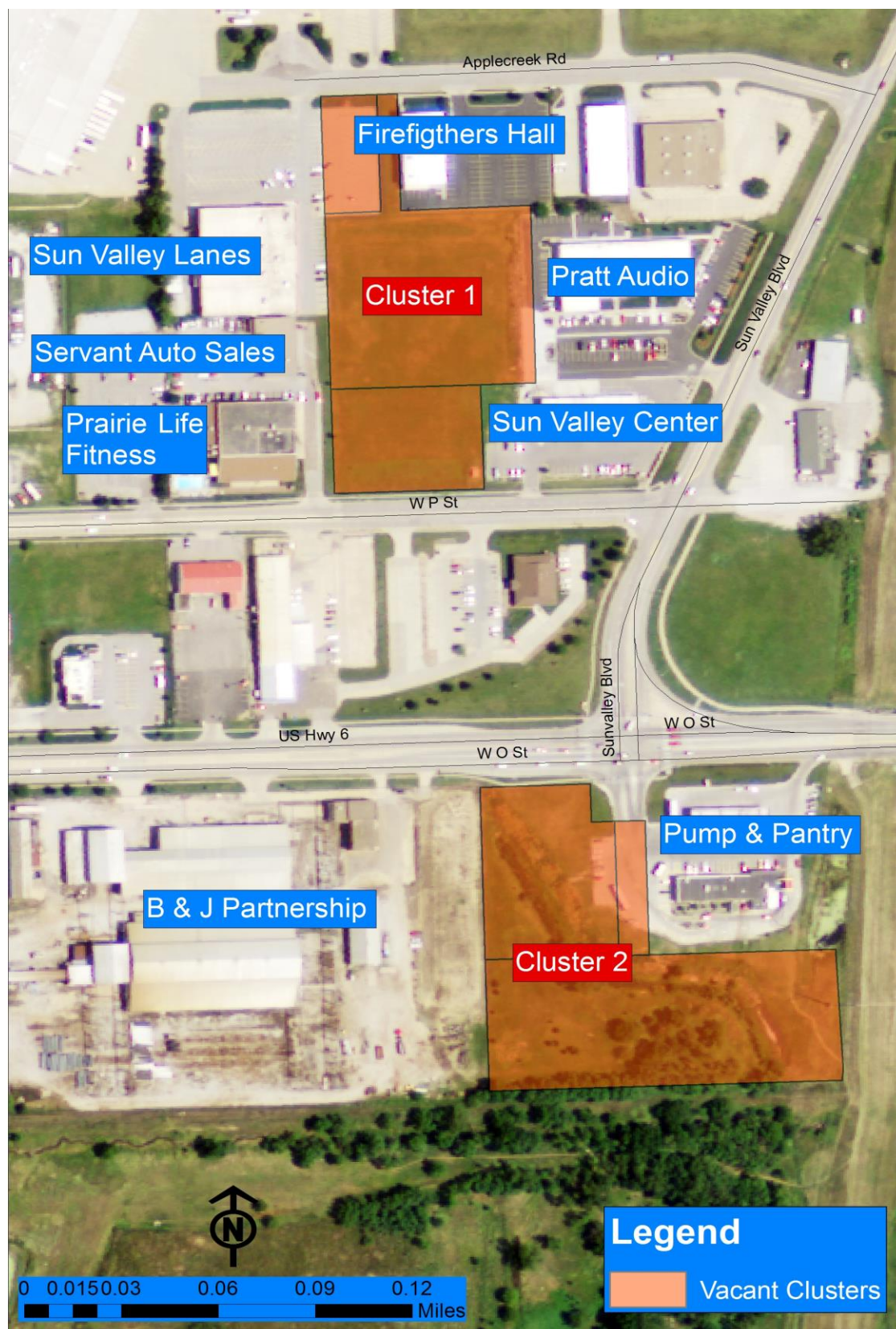


Figure 20: Vacant Parcel Clusters for Site Selection

However, as can be seen in Figure 20, Pump & Pantry has an access road and an agreement could be possible to utilize this access road for the redevelopment project. For visual reference, Figure 21 is a panoramic picture from the southwest corner, looking northeast, of the site selected for Cluster 1. P Street is seen on the right and the buildings containing Subway and Hastings State Bank (right middle) as well as Pratt Audio & Visual and EA Engineering (middle) can be seen in the background. Figure 22 is a panoramic view of Cluster 1 taken from the southeast corner, looking to the northwest. Prairie Life Fitness (left) and Sun Valley Lanes (middle) can be seen in the background.



Figure 21: Panoramic Picture of Cluster 1 (Looking northeast from P Street)

Figure 23 is a panoramic picture taken from the northwest corner, looking southeast, of the site selected for Cluster 2. West O Street is seen on the left and Pump and Pantry (left middle) can be seen in the background. Figure 24 is a panoramic picture taken from

the northeast corner, looking southwest. Vacant buildings owned by B & J Partnership can be seen in the background.



Figure 22: Panoramic Picture of Cluster 1 (Looking northwest from southeast corner)



Figure 23: Panoramic Picture of Cluster 2 (Looking southeast from West O Street)



Figure 24: Panoramic Picture of Cluster 2 (Looking Southwest from West O Street & Sun Valley Boulevard)

4. Discussion

The tax increment financing scenario (see Appendix F) was prepared using current bond interest rates. Mr. Brad Slaughter explains that although those are the current rates, the market can be erratic and these rates are what one could expect, but are not guaranteed until the bond is actually issued. It is important to note that although five, ten or fifteen million dollars would be available to the construction fund, the actual repayment, or “cost” of the bond is anywhere from one to three million dollars more than the funds made available to the project, as a result of fees and interest.

Tax increment financing refers to a public financing method that is typically used for redevelopment of urban areas that uses the future gains in taxes of an area to subsidize the improvements to that area, thus creating conditions for said gains. Availability, reasoning for use and regulations on TIF vary from state to state and city to city. Lincoln has its own regulations and requirements for TIF (see Appendix G). Lincoln’s purpose when using TIF is to “remove blight, stimulate investment in deteriorating areas and stimulate job creation” (City of Lincoln, 2008). Projects must meet three criteria to be eligible for TIF:

1. The project must be located in an area declared blighted and substandard by the City Council.

2. The project must be in conformance with the City's Comprehensive Plan and the Redevelopment Plan for the project area.
3. The Developer must demonstrate that the project would not be economically feasible without TIF. This is commonly called the "but for" test, meaning the project would not occur as designed or envisioned, "but for" the availability of the TIF funding (City of Lincoln, 2008).⁵

The Nebraska Community Development Law authorizes communities in Nebraska to use TIF. This law limits Lincoln from declaring more than 35% of a city's geographic area to be declared blighted or substandard for the purpose of TIF financing (City of Lincoln, 2008).

The highest percentage of business uses within the study area is dedicated towards service, at 34.15%. This percentage initially creates the impression that there are a number of everyday services in the area that would mutually benefit from a higher population in the area. Although some would, there are a few that would not directly benefit from a population increase in the area, such as Lincoln Auto Upholstery, Lancaster County Department of Motor Vehicles and EA Engineering. These service businesses could benefit from additional development, but not in the same way that a grocery store or pharmacy would.

⁵ <http://www.lincoln.ne.gov/city/urban/redev/pdf/tifpolicy.pdf>

Vacant parcels make up almost $\frac{1}{4}$ of the total number of parcels that are within the study area, which creates many opportunities for development without the need to remove or renovate existing structures on parcels. The locations of the vacant parcels can be seen in Figure 18. The guiding principles for mixed-use development in section 6.2 of LPlan 2040 state that mixed-use development should target underdeveloped areas. Retail, commercial and fast food restaurants are the next highest uses in the study area, at 14.63%, 14.63% and 7.32% respectively. These uses would all benefit from a larger population.

A major hurdle to the development in this area is the fact that the area is situated in the 100 – year flood plain. The storage areas 10 and 8, in which the study area is located, allows for 40% and 35% maximum fill, respectively, which greatly hinders the amount of development that can take place in that area. The City of Lincoln has within its zoning code a section covering flood regulations, with a section covering the standards for Salt Creek Flood Storage Areas. This can be seen in Appendix H. Among other regulations, the standards for the Salt Creek Flood Storage Areas states:

No development or improvement shall occur within any Salt Creek flood storage area unless the applicant has demonstrated that the total amount of flood storage volume to be eliminated by the development within the development area does not exceed, on a volumetric basis, the same percentage of allowable fill assigned to that flood storage area (City of Lincoln, 2006).

At first glance this would seem to take away the ability for anyone to do any sort of holistic redevelopment of the area, without going over the 40% allowable fill. The flood regulation chapter of the Lincoln Municipal Code (see Section 27.52.035 in Appendix H) includes a standard that creates some consideration however. It states that the development can include non-adjacent or adjacent parcels that are within the same flood storage area and that all fill for the development will be considered on a net basis. It also states that individual parcels within the development can have a greater amount of fill than is allowed, as long as a permanent solution to preserve the flood storage area is dedicated, such as a conservation easement, so long as the net percentage of fill does not exceed the allowable percentage of fill (City of Lincoln, 2006).

Information about infrastructure currently installed in the area is not readily available to the author of this project for the reason that it is security-sensitive information. The systems and equipment that keep cities and regions running smoothly, or protected from nature, can be used as targets to cripple areas. For this reason, specific information on the locations, age and capacity of infrastructure such as sanitary sewers is not available for inclusion into this project. However, through conversations with professional staff persons in the city of Lincoln's Public Works/Utilities Department, it was made clear that the current infrastructure in place could handle the additional load from the scope of development that is being suggested.

The employment dynamics analysis showed that there are a number of persons working in the area, that there are a number of persons living in the area, and that fewer than 100 of those people do both. The analysis was run at the census tract level; therefore, it is not the most specific picture of the employment dynamics in the actual study area. Figure 4 shows that there are hardly any persons living within the study area, so a hypothetical analysis at the census block group level would most likely show a high number of persons working in the area and a low number of persons living in the area, which still equates to a low number of persons living and working in the area. As was mentioned previously, the scope of the analysis could not be performed at this level.

LPlan 2040 lists a number of guiding principles in the Mixed-Use Development Chapter. Among these is the principle to “encourage substantial connectivity and convenient access to neighborhood services (stores, schools, parks) from nearby residential areas” (Lincoln / Lancaster County Planning Commission, 2011, p. 2). The close proximity of an elementary school, a middle school, and a high school is an important strength for the area. Additionally, the connectivity that the trails system allows for convenient access to recreational areas in close proximity, as well as access to recreational areas across Lincoln and Lancaster County.

The area’s connection to neighborhood services is weak. There are a number of businesses in the area that might provide employment opportunities within easy access,

but there is minimal convenient access to businesses that provide for everyday needs. While this should be viewed as a weakness, it can also be viewed as an opportunity, as these types of business could be developed as part of a mixed-use development project. The close proximity to downtown Lincoln, with all of the employment and entertainment opportunities, and the University of Nebraska-Lincoln's city campus should both be viewed as significant strengths.

The specific site analysis yielded two clusters of vacant parcels (see Figure 20) for possible development. While this project's intent is to provide an analysis of the entire study area, it is important to select specific site(s) for either the entire development, or the beginning phases of a development, depending on the scope and size of redevelopment undertaken. Cluster 1 is seemingly the best choice for a specific redevelopment site. The assessed values of the parcels are low to middle when considered against the value of other parcels within the study area. Cluster 1 also offers substantial land area, 3.89 acres, with which to develop on (although Cluster 2 does offer substantially more, at 4.64 acres).

Cluster 1 also has the added benefit of having multiple parcels held by one owner, thus likely making buying negotiations simpler. Figure 25 shows only multiple parcels owned by the same owner. There is also a high level of appropriateness of the adjacent uses, such as a fitness center, restaurant and bowling alley. The close proximity to major streets, without requiring direct access to a major highway, is also beneficial.

Cluster 2 also offers adjacent parcels at a low assessed value, and all three share the same owner, but the adjacent uses are not as appropriate, and development here would require access to a U.S highway (although, as stated before, an access road exists currently for use by Pump & Pantry and mutual use agreement could be explored). For these reasons, Cluster 1 is the recommended site, although Cluster 2 is a suitable option as well.

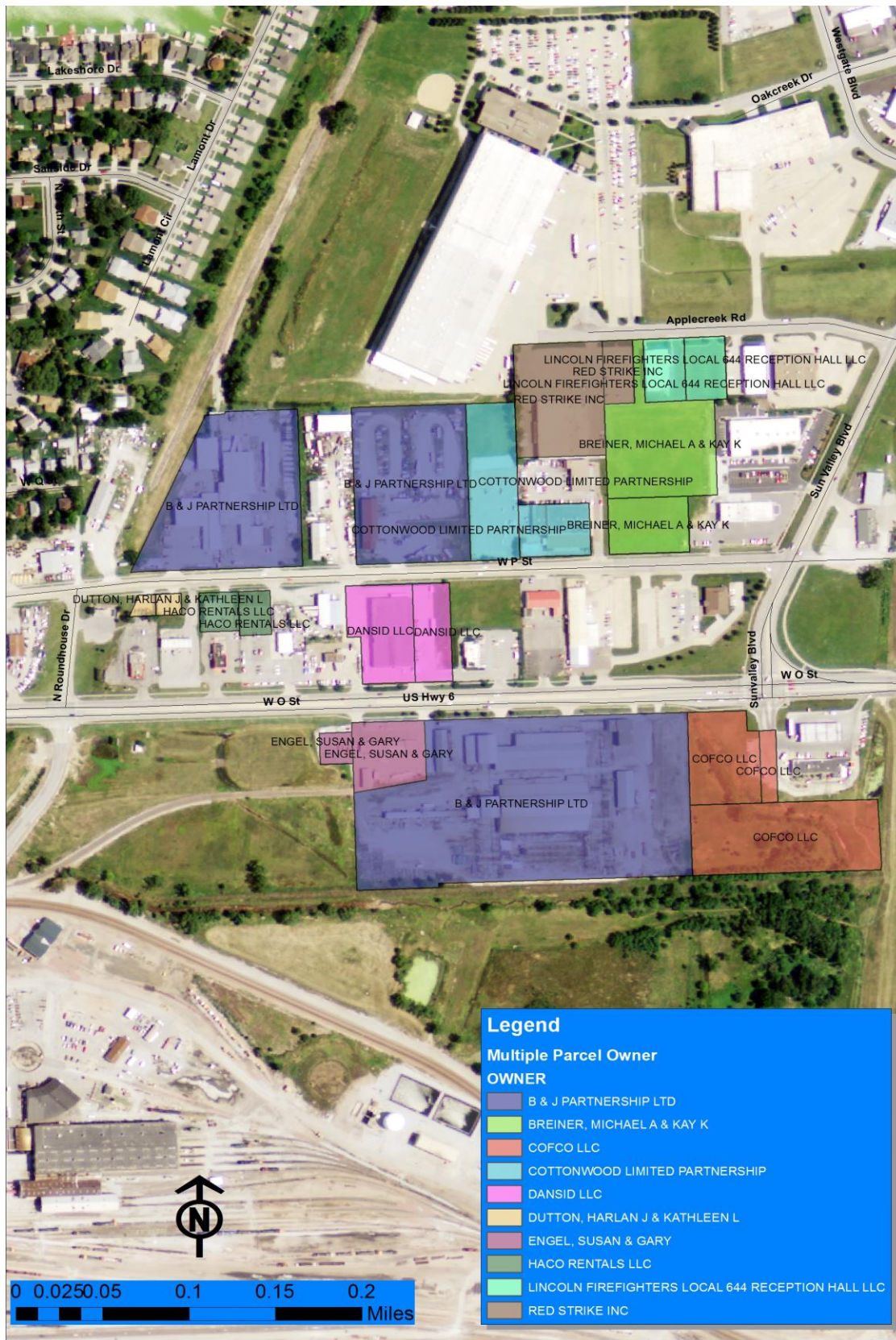


Figure 25: Multiple Parcels Owned by One Owner (Lancaster County Assessor, July 2013)

Limitations

This project's goals were focused on assessing the West O and Sun Valley Boulevard area for redevelopment and to provide the Lincoln / Lancaster County Planning Department with some base information, as well as a recommendation based on the findings. With that in mind, it is important to understand the limitations of the project:

1. A redevelopment plan does not actually exist; an example plan was used to frame three example TIF scenarios for financing public improvement that would support redevelopment.
2. Conversations with those professionals who have knowledge about the infrastructure and access to the data were used instead of analysis of actual data.
3. The job inflow / outflow analysis was run at the census tract level, instead of a smaller geographic level, which would provide a more geographically focused estimation for employment dynamics in the area.
4. No estimate of private sector costs for redevelopment was presented. This would require a detailed site plan to be developed (which is beyond the scope and purpose of this project) and input from a private investment / development group, none of which were available or willing to participate in this project.

5. Conclusion

The findings and discussion in this project provide a positive recommendation for redeveloping the area around the intersection of West O Street and Sun Valley Boulevard. While the area has both strengths and weakness, as well as threats to feasibility of redevelopment, overall the findings of this project show that the area is feasible for redevelopment. When looking at the project, objective by objective, this becomes clear.

First and foremost is the aspect of financing. As outlined in the introduction, the area has been designated as a blighted area and lies within both the West O Redevelopment Area and the Northwest Corridor Redevelopment Area, as outlined by the Lincoln Urban Development Department (City of Lincoln, 2008).⁶ A map of blighted areas can be seen in Figure 6 and a map of redevelopment areas in Figure 7. These designations allow for the usage of TIF, when financing this project, as outlined by the TIF guidelines. The TIF definitions and allowed uses are found in Appendix G. As explained in the results section, the TIF financing scenario found in Appendix F creates a repayment schedule for the money allocated through TIF for use in the project. The money would be repaid to the lending institution issuing the bonds, based on that schedule.

⁶ <http://www.lincoln.ne.gov/city/urban/redev/pdf/tifmap.pdf>

Secondly, the inventory of the area shows a number of vacant buildings or parcels that could be redeveloped immediately, without displacing current businesses. This redevelopment would presumably create more opportunities for increased business for the existing owners, as well. Although some of the existing uses, such as industrial, are not ideal in the area when considered for inclusion in a mixed-use development area, with proper zoning in place, it is possible that none of the businesses would be forced to move, and the other uses, such as services, fast food and retail, would see increases in business opportunities. Additionally, there is a variety in acreage size for the parcels within the area. This would allow for different uses that require different sized parcels to be developed within the area. Although there are a number of different sized parcels, there is a large portion of parcels with sizes from half an acre to one and one-half an acre, which creates many options for development on traditional sized parcels. Parcel sizes can be viewed in Figure 12.

The clustering of parcels with higher value and parcels with lower value is an important factor as well. This could enable developers to purchase multiple connected parcels for a lower price for development. Conversely, the higher assessed values indicate that there is value in the land, its location, and the businesses on the parcels. Developers will be more likely to invest in an area where businesses can be successful and there is the possibility of a return on their investment. This fact can serve as an incentive for developers and gives credibility to re-development proposals.

The 100-year flood plain in which the area is situated presents one of the greatest challenges to the redevelopment of the area and would most likely be the reason cited if the area were not to be redeveloped. That being said, the tools given to developers through the percent allowable fill of the Salt Creek storage areas will allow for creative developers to develop in the area. The addition of green space, which helps mitigate this issue, is also a guiding principle in the mixed use redevelopment chapter of LPlan 2040. The American Planning Association has published briefing papers on the inclusion of parks in cities, stating a key point is using green space for stormwater management. “When designed to include stream networks... a city’s green space system can provide numerous stormwater management benefits, including storing, carrying, and filtering storm runoff” (American Planning Association, 2013). In this particular case, storing stormwater runoff is important. Including green space can help developers maintain the correct percentage of allowed fill.

Additionally, specific design techniques can be used to minimize damage in the event of a flood. Designing residential buildings with first floor retail or parking limits the amount of flood waters that will reach residences. In the case of first floor parking, the damage caused by a flood event could be very minimal. Also, using parking lots as a buffer between the area that the flood waters originate from and the buildings can minimize damaged caused and may keep the flood waters from reaching the structures at all.

Furthermore, the location of a Saline Wetland within one of the parcels in the study area does not have a significant impact on the feasibility of redevelopment. The parcel has not been identified as a specific redevelopment site and no part of the wetland is within a parcel that has been specific potential site. Also, although the wetland is a Category 2 Saline Wetland, indicated its not currently restorable, there are a number of programs in place that may make restoration possible in the future, while ownership of the parcel is retained.

As stated previously, although specific information was not obtained for the existing infrastructure, correspondence with persons in the City of Lincoln Public Works and Utilities Department indicates that the current infrastructure can handle an increased capacity and that no additional updates or vast expansions of capacity, other than usual for new development, would be needed.

Fourthly, the geographic location and existing conditions is one of the area's significant strengths. The opportunities for potential employment in the area, or for those already employed in the area to obtain residency there, are very high. Also, the proximity to downtown and the city campus of UNL creates more opportunities for students and professionals alike who may choose to live in the area. The area is served well by recreational trails and has close proximity to recreational areas. Additionally, educational facilities from elementary through post-secondary are readily available in the area.

Fifth, and finally, a suitable location for development was identified. This location has vacant parcels at a low cost, close access to major roads, and appropriate adjacent uses. This area would be the logical choice for either the entire redevelopment, or of the initial phase of a larger redevelopment.

While there are limitations in the area, the opportunities are great. Although this project contains many limitations, the data obtained and analysis performed does show that the area can and should be redeveloped. There are a number of positive outcomes that were identified through this redevelopment feasibility assessment. First, TIF financing is available and could be used in this location, per City of Lincoln and State of Nebraska regulations. Second, the detailed inventory shows that there are a number of potential redevelopment areas, as well as valuable businesses and land in the study area. Third, although the flood plain analysis indicates the area is within the 100-year flood plain, a number of mitigation techniques are available to limit the impact of a flooding event. Fourth, the location of the area allows for many close connections to potential employers, business that provide for daily needs, recreation and entertainment. Fifth, two specific sites within the study area were identified that are suitable for redevelopment. These positive outcomes indicate the area is feasible for redevelopment.

It is understood that there is a large gap between asserting that an area is feasible for redevelopment and actually moving forward with a redevelopment plan, but the

recommendation stands for the City of Lincoln to move forward to promote redevelopment in this area.

Appendices

Appendix A: I-1 and H-3 Zoning District Descriptions, Lincoln Municipal Code

Chapter 27.47 I-1 INDUSTRIAL DISTRICT

Sections:

- 27.47.010 Scope of Regulations.**
- 27.47.020 Permitted Uses.**
- 27.47.025 Permitted Conditional Uses.**
- 27.47.030 Permitted Special Uses.**
- 27.47.040 Accessory Uses.**
- 27.47.050 Parking Regulations.**
- 27.47.055 Pedestrian Circulation Regulations.**
- 27.47.060 Sign Regulations.**
- 27.47.065 Grading and Land Disturbance Regulations.**
- 27.47.070 Height and Area Regulations.**

This district is for a developing stable or redeveloping area representing light and heavy industrial uses and having a relatively high intensity of use and land coverage. (Ord. 12701 §6; October 2, 1979; prior Ord. 12571 §235; May 8, 1979).

27.47.010 Scope of Regulations.

The regulations set forth in this chapter, or set forth elsewhere in this title when referred to in this chapter, are the I-1 Industrial District regulations. (Ord. 12571 §236; May 8, 1979).

27.47.020 Permitted Uses.

A building or premises is allowed to be used for those use types designated in the Use Group Tables in Chapter 27.06 as a permitted use in the I-1 Industrial District. (Ord. 19733 §27; June 25, 2012; prior Ord. 18438 §1; September 20, 2004: Ord. 16909 §1; December 18, 1995: Ord. 15368 §14; December 18, 1989: Ord. 15165 §1; May 1, 1989: Ord. 14728 §1; August 10, 1987: Ord. 13745 §5; January 3, 1984: Ord. 12571 §237; May 8, 1979).

27.47.025 Permitted Conditional Uses.

A building or premises is allowed to be used for those use types designated in the Use Group Tables in Chapter 27.06 as a permitted conditional use in the I-1 Industrial District in conformance with the Chapter 27.62 conditions of approval for such use. (Ord. 19733 §27; June 25, 2012: formerly §27.47.035: Ord. 18438 §2; September 20, 2004: Ord. 16822 §2; July 10, 1995: Ord. 14185 §15; September 3, 1985: Ord. 13700 §3; September 26, 1983).).

27.47.030 Permitted Special Uses.

A building or premises is allowed to be used for those use types designated in the Use Group Tables in Chapter 27.06 as a permitted special use in the I-1 Industrial District in conformance with the conditions of approval under the special permit granted for such use in conformance with the

requirements of Chapter 27.63. (Ord. 19733 §27; June 25, 2012: prior Ord. 19224 §9; March 16, 2009: Ord. 19158 §45; October 20, 2008: Ord. 18903 §4; March 26, 2007: Ord. 17731 §9;73 September 25, 2000: Ord. 16909 §2; December 18, 1995: Ord. 16884 §1; October 23, 1995: Ord. 16854 §39; August 14, 1995: Ord. 16593 §9; April 11, 1994: Ord. 15368 §15; December 18, 1989: Ord. 15165 §2; May 1, 1989: Ord. 14953 §2; August 22, 1988: Ord. 14905 §2; June 13, 1988: Ord. 14780 §18; November 2, 1987: Ord. 14728 §2; August 10, 1987: Ord. 14185 §14; September 3, 1985: Ord. 14035 §2; January 21, 1985: Ord. 13853 §5; May 21, 1984: Ord. 13588 §18; May 9, 1983: Ord. 12978 §23; August 25, 1980: Ord. 12657 §10; August 6, 1979: Ord. 12571 §238; May 8, 1979).

27.47.040 Accessory Uses.

Accessory uses permitted in the I-1 Industrial District are accessory buildings and uses customarily incident to any of the permitted uses, permitted conditional uses, or permitted special uses in said district. (Ord. 19733 §27; June 25, 2012: prior Ord. 18438 §3; September 20, 2004: Ord. 12571 §239; May 8, 1979).

27.47.050 Parking Regulations.

All parking within the I-1 Industrial District shall be regulated in conformance with the provisions of Chapter 27.67. (Ord. 12571 §240; May 8, 1979).

27.47.055 Pedestrian Circulation Regulations.

Construction of on-site pedestrian circulation sidewalk systems shall be regulated in conformance with the provisions of Section 27.81.010. (Ord. 18687 §20; March 20, 2006).

27.47.060 Sign Regulations.

Signs within the I-1 Industrial District shall be regulated in conformance with the provisions of Chapter 27.69. (Ord. 12571 §241; May 8, 1979).

27.47.065 Grading and Land Disturbance Regulations.

Grading and land disturbance within the I-1 Industrial District shall be regulated in conformance with the provisions of Chapter 27.81. (Ord. 17618 §25; February 22, 2000.)

27.47.070 Height and Area Regulations.

The maximum height and minimum lot requirements within the I-1 Industrial District shall be regulated in conformance with the requirements of Chapter 27.72. (Ord. 1973

Chapter 27.43 H-3 HIGHWAY COMMERCIAL DISTRICT

Sections:

- 27.43.010 Scope of Regulations.**
- 27.43.020 Permitted Uses.**
- 27.43.030 Permitted Conditional Uses.**
- 27.43.040 Permitted Special Uses.**
- 27.43.050 Accessory Uses.**
- 27.43.060 Parking Regulations.**
- 27.43.065 Pedestrian Circulation Regulations.**
- 27.43.070 Sign Regulations.**
- 27.43.075 Grading and Land Disturbance Regulations.**
- 27.43.080 Height and Area Regulations.**

This is a district for a redeveloping area intended to provide for low-density commercial uses requiring high visibility and/or access from major highways. The uses permitted generally include those of the neighborhood and highway business areas.

27.43.010 Scope of Regulations.

The regulations set forth in this chapter, or set forth elsewhere in this title when referred to in this chapter, are the regulations in the H-3 Highway Commercial District. (Ord. 12571 §190; May 8, 1979).

27.43.020 Permitted Uses.

A building or premises is allowed to be used for those use types designated in the Use Group Tables in Chapter 27.06 as a permitted use in the H-3 Highway Commercial District. (Ord. 19733 §25; June 25, 2012: prior Ord. 19608 §7; September 12, 2011: Ord. 19197 §3; January 26, 2009: Ord. 19190 §3; December 15, 2008: Ord. 19158 §41; October 20, 2008: Ord. 17311 §1; March 23, 1998: Ord. 16854 §36; August 14, 1995: Ord. 16144 §8; July 6, 1992: Ord. 14185 as amended by Ord. 14310; §1; January 27, 1986: Ord. 13736 §6; December 12, 1983: Ord. 12571 §191; May 8, 1979).

27.43.030 Permitted Conditional Uses.

A building or premises is allowed to be used for those use types designated in the Use Group Tables in Chapter 27.06 as a permitted conditional use in the H-3 Highway Commercial in conformance with the Chapter 27.62 conditions of approval for such use. (Ord. 19733 §25; June 25, 2012: prior Ord. 19389 §1; June 7, 2010: Ord. 19139 §2; September 15, 2008: Ord. 18977 § 7; August 20, 2007: Ord. 18928 §16; June 4, 2007: Ord. 17979 §4; April 1, 2002: Ord. 17311 §2; March 23, 1998: Ord. 16926 §5; February 5, 1996: Ord. 16854 §37; August 14, 1995: Ord. 14185, as amended by Ord. 14310 §2; January 27, 1986: Ord. 13700 §2; September 26, 1983: Ord. 13344 §5; March 29, 1982: Ord. 12571 §192; May 8, 1979).

27.43.040 Permitted Special Uses.

A building or premises is allowed to be used for those use types designated in the Use Group Tables in Chapter 27.06 as a permitted special use in the H-3 Highway Commercial District in conformance with the conditions of approval under the special permit granted for such use in conformance with the requirements of Chapter 27.63. (Ord. 19733 §25; June 25, 2012: prior Ord. 19436 §2; August 23, 2010: Ord. 19224 §7; March 16, 2009: Ord. 19158 §42; October 20, 2008: Ord. 18928 §17; June 4, 2007: Ord. 17979 §5; April 1, 2002: Ord. 17731 §7; September 25, 2000: Ord. 17265 §4; October 20, 1997: Ord. 16941 §1; February 26, 1996: Ord. 16593 §7; April 11, 1994: Ord. 14780 §16; November 2, 1987: Ord. 13865, 13866, amended by Ord. 14378 §14; May 5, 1986: Ord. 13588 §16; May 9, 1983: Ord. 12978 §21; August 25, 1980: Ord. 12984 §21; April 7, 1980: Ord. 12657 §6; August 6, 1979: Ord. 12571 §193; May 8, 1979).

27.43.050 Accessory Uses.

Accessory uses permitted in the H-3 Highway Commercial District are accessory buildings and uses customarily incident to any of the permitted uses, permitted conditional uses, or permitted special uses in said district. (Ord. 19733 §25; June 25, 2012: prior Ord. 12571 §194; May 8, 1979).

27.43.060 Parking Regulations.

All parking within the H-3 Highway Commercial District shall be regulated in conformance with the provisions of Chapter 27.67. (Ord. 12571 §195; May 8, 1979).

27.43.065 Pedestrian Circulation Regulations.

Construction of on-site pedestrian circulation sidewalk systems shall be regulated in conformance with the provisions of Section 27.81.010. (Ord. 18687 §16; March 20, 2006).

27.43.070 Sign Regulations.

Signs within the H-3 Highway Commercial District shall be regulated in conformance with the provisions of Chapter 27.69. (Ord. 12571 §196; May 8, 1979).

27.43.075 Grading and Land Disturbance Regulations.

Grading and land disturbance within the H-3 Highway Commercial District shall be regulated in conformance with the provisions of Chapter 27.81. (Ord. 17618 §23; February 22, 2000.)

27.43.080 Height and Area Regulations.

The maximum height and minimum lot requirements within the H-3 Highway Commercial District shall be regulated in conformance with the requirements in Chapter 27.72. (Ord. 19733 §25; June 25, 2012: prior Ord. 19030 §3; December 17, 2007: Ord. 18687 §17; March 20, 2006; Ord. 12751 §20; November 5, 1979: Ord. 12657 §7; August 6, 1979: Ord. 12571 §197; May 8, 1979).

Appendix B

The list of business and the property table that follow contain information corresponding to Figure 13. The property table has been sorted alphabetically for ease of use and also to help identify multiple parcels owned by one owner. The Code # has been used to identify the location of the parcel on the map and the business (if any) that exists on the parcel.

List of Businesses & Code Number Corresponding to Property Table

- (4) Big Shots Indoor Range
- (11) Colin Electric Motor Services
- (23) Dairy Queen
- (16) DM Equipment
- (38) Duke Aerial Equipment Inc.
- (40) EA Engineering
- (2) EcoStores Nebraska
- (26) Hastings State Bank
- (19) Jerry's Restoration
- (29) Lancaster County DMV (West O)
- (21) Lee's Propane Services
- (37) Lincoln Auto Upholstery
- (7) McDonalds
- (1) Midwest Towing & Recovery
- (39) Nebraska Transmissions
- (41) Popeye's Chicken & Biscuits
- (12) Prairie Life Fitness
- (40) Pratt Audio & Video
- (24) Professional Safety Consulting, Inc.
- (7) Pump and Pantry
- (34) Red Star Auto Plaza
- (20) Runza
- (27) Servant Auto Sales
- (26) Subway
- (36) Sun Valley Lanes
- (33) Sun Valley Restaurant & Lounge
- (32) Super Wash
- (15) TO Haas
- (28) USA Auto Sales

Property Information

Code #	Owner Name	Property Address	Legal Description	Property ID	Primary Use	Zoning	Year Built	2013 Preliminary Value
1	B & J PARTNERSHIP LTD	400 W P ST LINCOLN, NE	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 187 SE	10-22-400-005-000	10(Service)	I1(I1-Industrial District)	1973	\$404,500.00
2	B & J PARTNERSHIP LTD	530 W P ST LINCOLN, NE	S22, T10, R6, 6th Principal Meridian, LOT 260 & LOT 298 SW	10-22-300-066-000	11(Industrial)	I1(I1-Industrial District)	1967	\$462,700.00
3	B & J PARTNERSHIP LTD	545 W O ST LINCOLN, NE	S27, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOTS 52, 70 & 97	10-27-200-013-000	10(Service)	I1(I1-Industrial District)	1937	\$970,000.00
4	BIGSHOTS INDOOR RANGE LLC	399 SUN VALLEY BLVD LINCOLN, NE	WESTGATE PARK FOR BUSINESS & INDUSTRY 1ST, BLOCK 2, Lot 6, EX W20' & LOT 7	10-22-410-018-000	08(Retail)	I1(I1-Industrial District)	1984	\$630,800.00
5	BREINER, MICHAEL A &		WESTGATE PARK FOR BUSINESS & INDUSTRY 7TH, Lot 2	10-22-422-002-000	19(Vacant Land)	I1(I1-Industrial District)	N/A	\$148,200.00
6	BREINER, MICHAEL A &		WESTGATE PARK FOR BUSINESS & INDUSTRY 7TH, Lot 1	10-22-422-001-000	19(Vacant Land)	I1(I1-Industrial District)	N/A	\$71,800.00
7	CB&K LLC	345 W O ST 2 UNIT LINCOLN, NE	345 WEST O STREET CONDOMINIUM, AMENDED, UNIT 2 (58.31% INT)	10-27-200-012-002	21(Convenience Store)	I1(I1-Industrial District)	2005	\$1,707,400.00
8	COFCO LLC		345 WEST O STREET CONDOMINIUM, AMENDED, UNIT B	10-27-200-012-004	24(Vacant land with IOLL/Common Area/Assemblage)	I1(I1-Industrial District)	N/A	N/A
9	COFCO LLC		345 WEST O STREET CONDOMINIUM, AMENDED, UNIT C	10-27-200-012-005	24(Vacant land with IOLL/Common Area/Assemblage)	I1(I1-Industrial District)	N/A	N/A
10	COFCO LLC		345 WEST O STREET CONDOMINIUM, AMENDED, UNIT A	10-27-200-012-003	24(Vacant land with IOLL/Common Area/Assemblage)	I1(I1-Industrial District)	N/A	N/A
11	COLIN ELECTRIC MOTOR SERVICE	520 W O ST LINCOLN, NE	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 222 SE	10-22-400-020-000	10(Service)	H3(H3-Highway Comm	1969	\$553,500.00
12	COTTONWOOD LIMITED PARTNERSHIP	330 W P ST LINCOLN, NE 68528	WESTGATE PARK FOR BUSINESS & INDUSTRY 1ST, BLOCK 2, Lot 10, S160' W216.4'	10-22-410-011-000	15(Other - Commercial)	I1(I1-Industrial District)	1978	\$1,366,800.00
13	COTTONWOOD LIMITED PARTNERSHIP	N / A	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 185 SE	10-22-400-006-000	15(Other - Commercial)	I1(I1-Industrial District)	1987	\$236,500.00
14	DANSID LLC			10-22-423-001-000	24(Vacant land with IOLL/Common Area/Assemblage)	H3(H3-Highway Comm	N/A	\$185,500.00
15	DANSID LLC	640 W O ST LINCOLN, NE	T. O. HAAS 3RD ADDITION, Lot 1 T. O. HAAS SUB, Lot 3	10-22-350-003-000	10(Service)	H3(H3-Highway Comm	1983	\$1,276,700.00

Code #	Owner Name	Property Address	Legal Description	Property ID	Primary Use	Zoning	Year Built	2013 Preliminary Value
16	DM LEASING	501 W P ST LINCOLN,NE	T.O. HASS SUB, Lot 2	10-22-350-002-000	10(Service)	H3(H3-Highway Comme	1963	\$156,500.00
17	DURST, PHIL B & MARY I DUTTON, HARLAN J &	200 W O ST LINCOLN,NE	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 153 SE	10-22-400-021-000	19(Vacant Land)	H3(H3-Highway Comme	N/A	\$294,800.00
18	KATHLEEN L	535 W P ST LINCOLN,NE	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 268 SW	10-22-300-050-000	10(Service)	H3(H3-Highway Comme	1910	\$107,600.00
	DUTTON, HARLAN J &				24(Vacant land with IOLL/Common			
19	KATHLEEN L	545 W P ST LINCOLN,NE	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 269 SW	10-22-300-049-000	Area/Assemblage)	H3(H3-Highway Comme	N/A	\$12,800.00
20	EATING ENTERPRISE WEST O LLC	610 W O ST LINCOLN,NE	T.O. HAAS 3RD ADDITION, Lot 2	10-22-423-002-000	20(Fast Food Restaurant)	H3(H3-Highway Comme	2006	\$628,100.00
21	ENGEL, SUSAN & GARY	625 W O ST LINCOLN,NE	S27, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 96 NE	10-27-200-008-000	10(Service)	I1(I1-Industrial District)	1975	\$290,300.00
			S27, T10, R6, 6th Principal Meridian, PART OF IRREGULAR TRACT LOT 98 NE		24(Vacant land with IOLL/Common			
22	ENGEL, SUSAN & GARY		NE	10-27-200-014-000	Area/Assemblage)	I1(I1-Industrial District)	N/A	\$22,000.00
23	EON PROPERTIES LLC GRUBBS, ED J & MICHELLE A & SIEMSEN, 24 ROSE M	722 W O ST LINCOLN,NE	HUTCHISON BROTHERS ADDITION, Lot 1	10-22-353-001-000	20(Fast Food Restaurant)	H3(H3-Highway Comme	1978	\$370,200.00
		221 VICTORY LN LINCOLN,NE	WESTGATE PARK FOR BUSINESS & INDUSTRY 1ST, BLOCK 2, Lot 5, & LOT 6 W20'					
24	ROSE M	531 W P ST LINCOLN,NE	HUTCHISON BROTHERS ADDITION, Lot 2	10-22-410-017-000	10(Service)	I1(I1-Industrial District)	2003	\$349,200.00
25	HACO RENTALS LLC	68528		10-22-353-002-000	10(Service)	H3(H3-Highway Comme	2004	\$147,500.00
			S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 224 SE AND WESTGATE PARK FOR BUSINESS & INDUSTRY FIRST ADD BLOCK 2 E90'					
26	HASTINGS STATE BANK	201 SUN VALLEY BLVD LINCOLN,NE	S178' LOT 9	10-22-400-031-000	08(Retail)	I1(I1-Industrial District)	2005	\$1,186,100.00
27	HIS PROPERTY INC JENSVOLD, KARL B &	320 W P ST LINCOLN,NE 68528	WESTGATE PARK FOR BUSINESS & INDUSTRY 2ND, BLOCK 1, Lot 2	10-22-415-002-000	10(Service)	I1(I1-Industrial District)	1996	\$294,000.00
28	KATHRYN J	650 W O ST LINCOLN,NE	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 163 SE	10-22-400-014-000	08(Retail)	H3(H3-Highway Comme	1952	\$166,700.00
29	LANCASTER COUNTY LINCOLN FIREFIGHTERS LOCAL 644 RECEPTION	500 W O ST LINCOLN,NE	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 265 SE	10-22-400-019-000	17(Exempt)	H3(H3-Highway Comme	1992	\$621,700.00
30	HALL LLC	241 VICTORY LN LINCOLN,NE	WESTGATE PARK FOR BUSINESS & INDUSTRY 1ST, BLOCK 2, Lot 4	10-22-410-004-000	15(Other - Commercial)	I1(I1-Industrial District)	1999	\$91,900.00

Code #	Owner Name	Property Address	Legal Description	Property ID	Primary Use	Zoning	Year Built	2013 Preliminary Value
31	LINCOLN FIREFIGHTERS LOCAL 644 RECEPTION HALL LLC	301 VICTORY LN LINCOLN, NE	WESTGATE PARK FOR BUSINESS & INDUSTRY 5, Lot 2	10-22-419-002-000	15(Other - Commercial)	I1(I1-Industrial District)	1999	\$569,100.00
32	LISTON FAMILY TRUST, THE	732 W O ST LINCOLN, NE	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 233 SW	10-22-300-045-000	15(Other - Commercial)	H3(H3-Highway Comme	1995	\$260,000.00
33	P & L INVESTMENTS	200 W P ST LINCOLN, NE	SUN VALLEY BLVD COMMERCIAL CONDOMINIUM, UNIT #2	10-22-400-009-002	08(Retail)	I1(I1-Industrial District) H3(H3-Highway Commercial District)	1940	\$349,300.00
34	RED STAR AUTO PLAZA LLC	712 W O ST LINCOLN, NE	T.O. HASS SUB, Lot 1	10-22-350-001-000	10(Service)		1999	\$336,900.00
35	RED STRIKE INC	311 VICTORY LN LINCOLN, NE	WESTGATE PARK FOR BUSINESS & INDUSTRY 6TH, Lot 1	10-22-420-001-000	24(Vacant land with IOLL/Common Area/Assemblage)	I1(I1-Industrial District)	N/A	\$50,600.00
36	RED STRIKE INC	321 VICTORY LN LINCOLN, NE	WESTGATE PARK FOR BUSINESS & INDUSTRY 2ND, BLOCK 1, Lot 1	10-22-415-001-000	15(Other - Commercial)	1(I1-Industrial District)	1977	\$1,245,000.00
37	SCHEIDT, HAROLD R & SUSAN K	230 SUN VALLEY BLV LINCOLN, NE 68528	SUN VALLEY BLVD COMMERCIAL CONDOMINIUM, UNIT 1	10-22-400-009-001	10(Service)	I1(I1-Industrial District)	1971	\$189,700.00
38	TOLTON INVESTMENTS LTD	540 W O ST LINCOLN, NE	S22, T10, R6, 6th Principal Meridian, LOT 155 SE	10-22-400-018-000	10(Service)	H3(H3-Highway Comme	1997	\$372,700.00
39	TRIPP, RAYMOND L JR & NANCY K	500 W P ST LINCOLN, NE	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 242 SE	10-22-400-004-000	10(Service)	I1(I1-Industrial District)	1984	\$322,600.00
40	VINDONDALE INC & BREINER INVESTMENT GROUP LLC & BREINER, MICHAEL A & KAY K	221 SUN VALLEY BLVD LINCOLN, NE	WESTGATE PARK FOR BUSINESS & INDUSTRY 7TH, Lot 3	10-22-422-003-000	08(Retail)	1(I1-Industrial District)	2000	\$1,305,300.00
41	WACHAL ENTERPRISES INC	760 W O ST LINCOLN, NE	S22, T10, R6, 6th Principal Meridian, IRREGULAR TRACT LOT 156 SW	10-22-300-042-000	20(Fast Food Restaurant)	H3(H3-Highway Comme	1977	\$382,900.00

Source: Lancaster County Assessor

Appendix C: Planned Unit Development District Description, Lincoln Municipal Code

Chapter 27.60

PLANNED UNIT DEVELOPMENT DISTRICT

Sections:

27.60.010 General Purpose.

27.60.020 Requirements.

27.60.030 Plan; Form.

27.60.040 Plan; Procedure.

27.60.050 Requirements After Approval.

27.60.060 Planned Unit Development; Amendments.

27.60.080 Previously Approved Planned Unit Developments.

The planned unit development district is intended to provide a mechanism to permit flexibility in private or public development or redevelopment of areas throughout the city in the form of an overlay zone used in combination with one or more of the city's existing zoning districts. (Ord.18437 §1; September 20, 2004).

27.60.010 General Purpose.

Planned unit development districts are intended to promote the public convenience and necessity; protect the health, safety, and welfare, to implement the goals and policies of the Comprehensive Plan and are to be used when it is necessary or appropriate to:

- (a) Permit flexibility in the regulation of land development;
- (b) Encourage innovation in land use, variety in design, layout, and type of construction;
- (c) Encourage the economy and efficiency in land use, natural resources, the provision of public services and utilities and the preservation of open space. (Ord. 18437 §2; September 20, 2004; prior Ord. 13896 §1; July 23, 1984).

27.60.020 Requirements.

(a) General Requirements.

(1) The City or owners of any tract of land, at least three acres in size, may apply for a planned unit development designation in any district except the AG Agriculture and AGR Agricultural Residential districts.

(2) All regulations of the underlying zoning district shall apply, except as provided herein and/or specifically modified by the City Council through the adoption of a development plan.

(3) The maximum residential density of a planned unit development shall be determined in accordance with the City of Lincoln Design Standards for community unit plans. Planned unit developments which comply with the City of Lincoln Design Standards for Density Bonuses may receive dwelling bonuses per those standards.

(4) Signs shall conform to Section 27.69.340, unless modified by the City Council.

(5) All development must meet the intent and spirit of the comprehensive plan.

(b) Development Plan Requirements.

(1) The applicant shall submit a development plan for the proposed planned unit development.

(2) The development plan may propose and the City Council may approve any permitted use, conditional permitted use, or special permitted use allowed under the zoning code. Notwithstanding any regulation to the contrary, a separate special permit or use permit is not necessary to permit any such use.

(3) The development plan may propose and the City Council may approve area, height, sign, parking, landscaping, screening, traffic access and setback regulations for the project as a whole or for subareas or components of the project different from those within the underlying zoning district. In making its determination regarding approval of such proposed standards or restrictions, the City Council shall consider the character and scale of the proposed development as it relates to other uses and structures both within the district and outside the district, the character and scale of similar development within the area of the proposal, and consistency with other adopted plans or standards. The City Council may impose alternate or additional area, height, parking, landscaping, screening, traffic access, and setback regulations as necessary to protect and enhance areas within or adjacent to the planned unit development and to ensure compliance with the comprehensive plan and protect the health, safety, and general welfare.

(4) The development plan shall address the site-related impact and needs of the proposed development on existing and proposed street and utility systems. The City Council may impose conditions, restrictions, or standards as appropriate to achieve the intent of this ordinance, and require dedication of necessary rights-of-way or easements. In making its determination regarding such conditions, restrictions, or standards, the Council shall consider the adequacy of existing or adjacent facilities, the timely provision of adequate facilities, the impact of the proposed development on existing and/or planned facilities, and the overall cost to the community.

(5) Where any portion of the total land area of a land use within the planned unit development is proposed to be adjacent to the perimeter of the planned unit development and such land use is not permitted in the adjacent zoning district, then the development plan must address how the proposal will mitigate any negative impacts. The City Council may impose additional standards and requirements for perimeter treatment to protect adjoining properties from adverse effects, and to achieve an appropriate transition of land uses and densities.

(6) For planned unit developments proposed over parcels in substantially developed areas, the development plan must include appropriate standards and regulations to assure that new development or renovations are in the scale and character of the existing neighborhood and are sensitive to adjacent properties with respect to height, scale, use and form of the surrounding neighborhood, including, but not limited to the following; land uses (including limitations on allowed uses), design standards for new construction (related to the scale and character of the surrounding neighborhood), height, parking, and setbacks, including both minimum and maximum setbacks. (Ord. 18437 §3; September 20, 2004: prior Ord. 17232 §11; August 18, 1997: Ord. 15795 §1; December 17, 1990: Ord. 15753 §1; October 15, 1990: Ord. 15672 §1; July 23, 1990: Ord. 15164 §4; May 8, 1989: Ord. 15154 §1; April 17, 1989: Ord. 14676 §1; June 1, 1987: Ord. 13896, as amended by Ord. 14020 §1; January 7, 1985).

27.60.030 Plan; Form

The development plan shall be in the form and contain the information required of a community unit plan or preliminary plat. Development standards which differ from the underlying district shall be shown on the development plan.

For planned unit developments in existing neighborhoods or over parcels already substantially developed, the Planning Director may allow a development plan not as detailed as the requirements for community unit plans or preliminary plats since the site is substantially developed and issues such as drainage and utility connections are not a primary concern. However, the plan shall provide sufficient information to identify parcels included in the planned unit development, proposed land uses and design standards for buildings. (Ord. 18437 §5; September 20, 2004: PC 27.60.035; Ord. 17857 §7; June 4, 2001: Ord. 15164 §6; May 8, 1989: Ord. 14584 §3; January 20, 1987).

27.60.040 Plan; Procedure.

Upon filing of a development plan, together with all maps, data, and information required, the Planning Director shall distribute copies of the development plan and all accompanying materials to other city departments and governmental agencies which are directly concerned or potentially affected by the proposed planned unit development. Within fifteen days from the filing of the development plan, representatives of those city departments and governmental agencies described above shall provide written recommendations to the Planning Director who shall, within fifteen days thereafter, prepare a written report to the Planning Commission. Such report shall specify the Planning Director's recommendations regarding the conformity of the proposal to the comprehensive plan and shall recommend either approval, approval with revisions, or denial, as the case may be. The Planning Commission shall hold a public hearing on such application and provide notice thereof in accordance with Section 27.81.050, and shall make a report to the City Council. The report to the City Council shall include the effect of the development plan upon the surrounding neighborhood, the community, and other matters relating to public health, safety, and general welfare, reasons for recommending approval or denial of the application and if approval is recommended shall find that the proposed planned unit development meets the following conditions:

- (a) The surrounding land will not be adversely affected;
- (b) The proposed planned unit development is consistent with the intent and purpose of this title to promote the public health, safety, and general welfare;
- (c) The buildings and land in the proposed planned unit development shall be used only for those purposes permitted by Section 27.60.020;
- (d) The development plan meets the requirements of Chapters 27.52 and 27.53 of the Lincoln Municipal Code.

The City Council shall not take final action upon any application for a planned unit development under this plan until a report from the Planning Commission has been filed with the City Clerk; provided, that in the event that there is a delay of more than 60 days from the Planning Commission's initial public hearing date on the part of the Planning Commission in reporting its recommendation to the City Council, the applicant may appeal to the City Council requesting final

action. If the City Council determines that the delay of the Planning Commission is unjustified, it shall direct the commission to submit a report no later than immediately after the commission's next regularly scheduled meeting.

Upon receipt of a report from the Planning Commission, the City Council shall proceed to give final consideration to the plan and may require that certain conditions be fulfilled by the applicant in conjunction with approval of the planned unit development.

Approval of a development plan shall be by ordinance after public hearing, in accordance with the requirements of Section 27.81.050. All existing applications for a planned unit development which have been placed on pending by an applicant shall automatically expire and become null and void one year after the date this ordinance (Change of Zone No. 06062). All such applications which have been placed on pending by an applicant after the date of this ordinance (Change of Zone No. 06062) shall automatically expire and become null and void one year thereafter. At least thirty days before the date of expiration, the Planning Director shall cause notice of expiration to be sent to the applicant by regular United States mail, postage prepaid. Said notice shall advise the applicant that the application shall automatically expire unless prior to the expiration date, the Planning Director receives a request from the applicant to remove the application from pending and reschedule the matter on the Planning Commission or City Council agenda as appropriate. (Ord. 18898 §6; March 12, 2007; prior Ord. 18437 §6; September 20, 2004; Ord. 14584 §4, January 20, 1987; Ord. 13896 §4; July 23, 1984).

27.60.050 Requirements After Approval.

Upon approval of the development plan, the developer shall cause to be prepared and submitted to the Planning Department a revised final plot plan with all required amendments and revisions. Thereafter, building permits and certificates of occupancy shall be issued only upon a finding of substantial compliance with the approved planned unit development, or as amended, regardless of any regulations to the contrary with regard to the height and location of buildings, yard requirements, open space requirements, type of dwelling unit, accessory uses and the fronting of lots upon public streets set forth elsewhere in this title and applying to the underlying zoning district(s) in which the planned unit development is located. (Ord. 18437 §7; September 20, 2004).

27.60.060 Planned Unit Development; Amendments.

After the City Council has approved a planned unit development, the Planning Director is authorized to approve amendments in the planned unit development provided that:

- (a) A request for amendment is filed with the Planning Director and, if appropriate, accompanied by a plot plan showing all pertinent information;
- (b) Minor increases in the number of dwelling units or total floor area originally authorized by the City Council may be approved if such increases will not cause a significant adverse impact on the public infrastructure, existing development within the planned unit development and adjoining properties. Minor increases shall not exceed more than fifteen percent (15%) cumulative additional dwelling units or total floor area;
- (c) No public land will be accepted as a result of the amendment;
- (d) Amendments shall keep with the intent and spirit of the approved development plan;
- (e) Amendments shall not violate any regulation set forth in this title;

(f) No change is made to the applicable setback, yard, or height requirements for lots along the perimeter of the planned unit development;

(g) Minor internal changes to the applicable setback, yard, or height requirements may be made within the planned unit development if they conform to the intent of the approved development plan and do not adversely impact existing development within the planned unit development;

(h) Notwithstanding any provision to the contrary in (f) and (g) above, a request for a height increase up to ten feet over the allowed zoning district height may be approved for multi-family dwellings along the perimeter or within the planned unit development in accordance with Section 1.2 of Chapter 3.35, City of Lincoln Design Standards for Community Unit Plans.

(i) Parking spaces located on a driveway approach to a garage, as part of a multi-family complex, may be approved and counted toward the satisfaction of a portion of the required parking stalls.

(j) Any amendment not in conformance with this paragraph shall be submitted to the City Council in the same manner as a formal application for a planned unit development. (Ord. 19734 §1; June 25, 2012; prior Ord. 18437 §10; September 20, 2004; Ord. 13896 §6; July 23, 1984).

27.60.080 Previously Approved Planned Unit Developments.

For planned unit developments adopted prior to the effective date of this section, the original conditions of the planned unit development shall apply. Any proposed amendments shall be in accordance with Section 27.60.060, except the Planning Director may not increase the total number of dwelling units or total floor area by administrative amendment for previously approved planned unit developments. (Ord. 18437 §12; September 20, 2004).

Appendix D: APA Model Mixed Use Zoning Code (Introduction)⁷

4.1 MODEL MIXED-USE ZONING DISTRICT ORDINANCE

The following model zoning district provisions represent a commercial zoning classification that permits, rather than mandates, a vertical mix of commercial and residential uses within the same building. The district is intended to accommodate a physical pattern of development often found along village main streets and in neighborhood commercial areas of older cities.

Primary Smart Growth Principle Addressed: Mix land uses

Secondary Smart Growth Principle Addressed: Compact building design

CX1, Neighborhood Commercial, Mixed-Use District

101. Purpose

The purposes of the CX1, Neighborhood Commercial, Mixed-Use District are to:

- (1) Accommodate mixed-use buildings with neighborhood-serving retail, service, and other uses on the ground floor and residential units above the nonresidential space;
- (2) Encourage development that exhibits the physical design characteristics of pedestrian-oriented, storefront-style shopping streets; and
- (3) Promote the health and well-being of residents by encouraging physical activity, alternative transportation, and greater social interaction.

102. Definitions

As used in this ordinance, the following words and terms shall have the meanings specified herein:

“Floor Area Ratio” means the ratio of a building’s gross floor area to the area of the lot on which the building is located.

“Gross Floor Area” is the sum of the gross horizontal areas of all floors of a building measured from the exterior faces of the exterior walls or from the centerline of walls separating two buildings. Gross floor area does not include basements when at least one-half the floor-to-ceiling height is below grade, accessory parking (i.e., parking that is available on or off-site that is not part of the use’s minimum parking standard), attic space having a floor-to-ceiling height less than seven feet, exterior balconies, uncovered steps, or inner courts.

“Mixed-use Building” means a building that contains at least one floor devoted to allowed nonresidential uses and at least one devoted to allowed residential uses.

103. Allowed Uses

Uses are allowed in “CX1” zoning districts in accordance with the use table of this section.

USE GROUP		Zoning District
Use Category		CX1
Specific Use Type		
P= permitted by-right	C = conditional use	N = Not allowed

⁷ The entire APA Model Mixed Use Zoning Code can be accessed at <http://www.planning.org/research/smartgrowth/pdf/section41.pdf>

Appendix E: Urban Land Institute Example Project

Below is the example project from the Urban Land Institute (Urban Land Institute, 2008) case studies. The project was chosen because it has similar goals of redevelopment as well as a similar size.

Alley24

Seattle, Washington

Project Type: **Mixed Use—Three Uses or More**

Volume **37** Number **20**

October–December 2007

Case Number: **C037020**

PROJECT TYPE

Comprising 172 residences, 185,000 square feet (17,187 square meters) of office space, nine stores, and three restaurants, Alley24 is a mixed-use project located at the edge of the rapidly transforming South Lake Union area in Seattle's Cascade neighborhood. The development takes up an entire city block, with apartments on one half and office and retail space on the other. The facade and shell of an industrial laundry building were incorporated into the design of the residential portion. The commercial portion of the project has received a LEED Silver rating for its core and shell and a LEED Gold rating for the interiors of two of the commercial tenants. As of early 2008, the residential portion is LEED registered and is undergoing the certification process.

LOCATION

Central City

SITE SIZE

1.98 acres/0.8 hectare

LAND USES

Multifamily Rental Housing, Townhouses, Office Building, Neighborhood Retail Center, Affordable Housing

KEYWORDS/SPECIAL FEATURES

- Green Building
- Pedestrian-Friendly Design

Adam Brown

- Infill Development
- Adaptive Use
- Mixed-Income Housing

PROJECT TYPE

Alley24 is a full-block, mixed-use development in the emerging Cascade neighborhood on the edge of South Lake Union in Seattle. The western half of the block is devoted to multifamily residential, featuring 172 apartments and ground-level townhouses. It also includes two street-level restaurants that together total 5,000 square feet (464.5 square meters). On the eastern half, a commercial building with 185,000 square feet (17,187 square meters) of rentable space was built over underground parking. It comprises 23,000 square feet (2,137 square meters) of retail at the base.

The project creates a pedestrian environment that is part of an overall redevelopment strategy for the neighborhood. In addition to preserving the existing alley right-of-way, the design of the block opens up a second public pedestrian thoroughway, crossing in the middle of the block. The residential complex incorporates the partial shell of a historic industrial building, combining it with mid-rise, modernist architecture designed for long-term energy efficiency.

THE SITE

Located west of Interstate 5 and at the eastern edge of the rapidly redeveloping South Lake Union area, the Cascade neighborhood is one of Seattle's oldest communities. It comprises a mix of historic and contemporary industrial uses with modest residential and warehouse structures.

Alley24 is divided by a north-south alleyway, and the west side of the block was originally occupied by the landmark New Richmond Laundry building, which was constructed in three phases between 1917 and 1944. An office building owned by PEMCO Insurance, co-owner of the project, was located on the eastern half.

Seattle's large (360-by-256-foot/109.7-by-78-meter) block dimension lends itself to further divisions that mimic a smaller city grid. The design of Alley24 follows suit with crossing through-block alleys, one of which was added with the redevelopment. The site on which Alley24 sits is zoned SM for Seattle Mixed—a new zoning designation intended to foster mixed-use and pedestrian-friendly development as well as transparent street-level facades and upper-level setbacks along a mapped network of streets.

Across Pontius Avenue North and to the northwest of Alley24 lies Cascade Park, which includes a neighborhood "pea patch" public garden. The south side contains a mix of new and old retail and commercial structures. Across Yale Avenue North on the east side of the site is the flagship store of REI, a Seattle-based outdoor wear retailer. Occupying a full block, the store's site features a waterfall, a test hiking trail, mature trees, and understory plantings.

FINANCING

The owners of the project, Vulcan Real Estate and PEMCO Insurance, each owned one half of the Alley24 block prior to development. As equity partners in Alley24, Vulcan owned two-thirds of the project and PEMCO owned the remainder; they divided project costs accordingly. The partners expect an 18 percent leveraged return on equity on a total project cost of \$92 million.

The partners leveraged 25 percent equity with two construction loans set to convert, upon project stabilization, to permanent, fixed-rate loans at less than 7 percent. Separate loans were packaged for each half of the block. At the time of development, this was necessary in order to get competitive loan pricing and also to preserve flexibility for

future disposition.

The loan for the residential part of the project was for \$22.5 million and came from Mutual of New York. The other loan, from Washington Capitol, financed the commercial portion of the project and was for \$45 million.

DEVELOPMENT AND APPROVALS

Vulcan Real Estate purchased the western half of the Alley24 block in 2000, at a time when the company had already acquired a number of parcels in the larger South Lake Union area. The company's long-term goals for the area include creating a vital, mixed-use, mixed-income neighborhood base for the evolving biotechnology industry in Seattle.

PEMCO Insurance, longtime owner of the eastern half of the block, continues as partner in the project. The Seattle-based underwriter had little prior experience as developer except for company facilities. A reciprocal easement was recorded between the two half-blocks to ensure pedestrian access and preserve parking, mailroom, and leasing office access onto the east half-block by residents in the west half-block.

As the decision to divide the block between commercial and residential uses emerged, Vulcan sought and found a key commercial tenant in NBBJ, a locally based international architecture and design firm. As talks progressed, NBBJ made plans to move its home office, along with hundreds of its employees, from Pioneer Square in downtown Seattle to the emerging neighborhood. The company also committed to designing the mixed-use complex.

Along with planning for Alley24, Vulcan was engaged in the construction of Alcyone, a nearby sustainable mixed-use project consisting of 162 apartments. In 2004, the same year that Alcyone opened, Alley24 broke ground. The rental market was rebounding from a slump in the wake of the tech bust of three years before, and projections for the apartment market were optimistic. However, Alley24 was also the first speculative office development in the emerging neighborhood and therefore it entailed financial risk.

In anticipation of approvals, Vulcan participated in an extensive, proactive public involvement process. A series of well-attended neighborhood meetings was widely promoted and advertised. For the purposes of constructing a narrative that engaged the community, the property was called the Richmond Laundry Block. Input from community stakeholders and exchanges with the design and development team was synthesized in a report that was distributed to participants.

Ultimately, the project took its name from the alley-based design concept and from Local 24, the laundry workers' union responsible for what is believed to be the only all-woman labor strike in U.S. history, in 1917.

Because of its size and the complexity of the approval process, Alley24 was subject to review by three independent boards: the Landmark Commission for the adaptive use of a designated landmark (New Richmond Laundry Building); the neighborhood Design Review Board for the land use permit; and the Seattle Design Commission for approval of a skybridge connecting the third level of the office building with a private roof deck on the west side of the block.

The project takes advantage of the city of Seattle's multifamily tax exemption program, designed to promote the development of affordable housing. In exchange for setting aside, for ten years, 20 percent of its units to tenants who qualify at 60 percent of the area median income, property tax on residential improvements is exempt for the same ten-year period.

DESIGN AND SUSTAINABLE SYSTEMS

As mentioned earlier, the architect of Alley24 was the Seattle office of NBBJ, a firm with over 750 employees in ten offices around the world. NBBJ is also one of the three major office tenants at the project. The design team was led by Scott Wyatt, the firm's managing partner, and design principal Brent Rogers.

The concept combines historic preservation with sustainable design and a modernist aesthetic. Intensive urban design was at the center of all decisions. The designers and owners were inspired by the redeveloped blocks of the Pearl District in Portland, Oregon, and by Post Alley—a pedestrian-friendly alley that is lined with shops and located in downtown Seattle near the Pike Place Market.

Occupied by a laundry until 2000, the old brick shell of the industrial building is revealed and reused as a multiheight base for the west half of the block. On each corner of that side, a five-story, light-gauge steel structure rises over the two-level base, which contains loft townhouses with individual entrances on the street. In all, there are 172 units, including one- and two-bedroom apartments, studios, and ground-floor townhouses.

Lying between the two halves, the old one-block-long, north-south alley corridor is preserved, and joined by a second east-west pedestrian “alley.” The crossing creates an intersection in the center of the block, which is enhanced with transparent glass walls and entry doors, paving, and public art.

To draw a steady stream of people through, entrances to commercial buildings, residential lobbies, and the leasing office were placed inside the block. To further enhance the pedestrian activity around the alley, the garage elevator was placed in a common lobby. From there, office workers go to an adjacent elevator lobby and residents and retail customers walk out and around to their destinations.

Lined with retail storefronts on the commercial side and with private residential entrances on the other, the street perimeter is also designed for activity. On three sides, ground-level apartments put eyes and feet on the street and are intended to give the neighborhood a lived-in look. These entrances continue on both sides of the pedestrian cross-alley on the west side of the block. This street-level strategy is similar to that employed in newer developments in Vancouver and Portland, where multilevel units with stoops on the sidewalk have proven very popular.

Standing mid-block in the residential portion of the project, a two-story building contains ten one-bedroom apartments and supports a rooftop deck for NBBJ that can be accessed via the aforementioned skybridge from the commercial side of the block. With five ground-level doors on each side, these ten back-to-back units have a “scissor” plan that affords views on each side of the building for every apartment unit. The upper level of each is located above the ground floor of the one behind it, and stairways cross in between. The roof is designed to maximize light exposure, and a courtyard on one side brings more light and greenery to other apartments that face the center of the block.

The complex has a total of four rooftop gardens: the deck accessed by the cross-alley skybridge, an additional deck on top of the commercial structure, and two separate decks on the taller apartment buildings. To add to the activity of the block, the east-west alley passes through breezeways at the street edge, with partially transparent walls overhead.

The custom wall system consists of precast concrete panels. These elements are deployed alternately in floor-to-ceiling panels, in a repetitive pattern that is intended to break away from the overwhelming tendency of modern offices to have continuous horizontal bands of window openings.

The sustainable features of Alley24 have earned the commercial portion of the project a LEED (Leadership in Energy and Environmental Design) Silver rating for its core and shell and LEED Gold rating for the commercial interiors of NBBJ and Skanska. The residential part of the project is expected to receive LEED certification.

Unlike most office buildings in which windows are fixed, 40 percent of the windows in the office space at Alley24 are operable. The openings are both high and low, so as to release warm air and increase flow-through. To enhance this natural cooling effect, the operable window panels are topped with fixed steel *brises soleil*—architectural features that provide shade from the sun. On alternate panels, supershades, or motorized exterior steel blinds, are programmed to open and close slowly during the course of the day, alternately admitting light and closing to prevent heat gain. They are electronically adjusted and fine-tuned for each side of the building, according to the position of the sun.

All the concrete is composed of a high fly ash mix for sustainability. An abundant waste product from coal-fired power production, fly ash strengthens concrete in lieu of mined aggregate. Concrete adds a measure of thermal mass, which means it tends to mitigate the highs and lows of daily temperature swings, reducing loads on the mechanical system.

Inside, the development team incorporated the latest trends in heating and cooling. Hot and cold air is delivered as needed through the floor, in a 14-inch (35.6-centimeter) plenum. Tiles with individually controllable louvered openings are movable and interchangeable to suit each employee's comfort.

Electronic cabling runs through the same under-floor space. It can be deployed in an almost infinite number of ways to suit desk arrangements, reducing tenant improvement costs and adding flexibility for all tenants and long-term value to the building. The flexibility in this structure is attributable to long spans and few columns. Meeting rooms are strategically located throughout the open-plan office floors. In the NBBJ office, a multistory atrium-auditorium serves as an everyday meeting space for large groups and presentations.

The wall system on the upper floors of the residential side is also a distinctive element of the complex. Eight-foot (2.4-meter), one-quarter-inch-thick (0.635-centimeter-thick) panels of Richlite, a paper resin composite material traditionally used for countertops and baking surfaces, are used to clad the building's rainscreen wall system.

The dimensions of the window openings were determined by the energy code, which limits them to a certain size and coverage area on the building. White resin panels extend and incorporate the material properties of the vinyl window frames, avoiding the "punched" look in favor of a modern one.

Horizontal bands of custom extruded aluminum trim further organize the facade at each floor level. These bands are functional, catching the small amount of water that collects on the moisture barrier behind the exterior rainscreen. Subtle fittings on the bands contain vents for dryer and stovetop exhaust for each unit.

MARKETING AND MANAGEMENT

During the time leading up to the opening of Alley24, a growing number of amenities in the neighborhood made it more attractive to renters. Major tenants—NBBJ (architecture), Skanska (construction), and Cole & Weber (advertising and public relations) filled 90 percent of the 185,000 square feet (17,187 square meters) of office space available. The remaining space has been leased to the Northwest Lions Foundation.

Espresso Vivace, the project's first retail tenant, moved in when the office buildings opened in February 2006. Storefront spaces filled over the next year, encouraged by the thriving businesses already in the South Lake Union neighborhood. In accordance with neighborhood preference, all are local or regional businesses.

Residential leasing started in February 2006 and stabilized around 96 percent by July 2007. The 1,000-plus workers at Alley24 were an obvious market for the apartments on the other half of the block, and promotional efforts focused on these companies, as well as on other firms located in the area, including REI and large biotech companies like the Fred Hutchinson Cancer Research Center.

Outreach efforts also centered on community organizations like South Lake Union Friends & Neighbors. The rental units were advertised in *For Rent* magazine and online on apartments.com and forrent.com, and also on craigslist.org. Ultimately, craigslist generated more tenants than any other advertising medium.

As of March 2008, market-rate rents are well over \$2 per square foot (\$21.53 per square meter) per month, which reflects a 14 percent increase since opening.

EXPERIENCE GAINED

- A well-crafted and proactive neighborhood outreach program can yield a threefold benefit. At Alley24, it set the stage for larger community support of the ongoing retail and leasing activities on the block, eased

the approval process, and enhanced the image of Vulcan—the developer that had become the largest landowner in a proudly marginal neighborhood.

- To make overall energy efficiency compatible with operable windows in an open office environment, tenants set their own temperature thresholds on a half-floor basis. Every 60 feet (18.3 meters) on interior walls, an LED light glows green or amber, suggesting when it may be time to open windows or keep them closed. As a result, professional workers in the building report high levels of comfort.
- Lenders found Alley24 challenging to underwrite, which tended to slow the project and raise the cost. In order to achieve more favorable financing terms and preserve flexibility for possible future disposition, the project financing was broken down into commercial and residential halves. Furthermore, the lender was concerned about the multifamily tax exemption program and its potential adverse impact on the value of the collateral. This resulted in an approximately six-month delay in occupancy of the 35 affordable units while the lender analyzed the issue and negotiated additional provisions with the developer and the city of Seattle.
- Historic preservation can present challenges for underground parking and other modern necessities. Because the western (residential) side of the site incorporated a historic masonry structure, all 364 parking stalls on site had to be placed in a three-level underground lot on the eastern (commercial) half of the block at Alley24, adding significantly to the cost of development. It also forces all users of on-site parking, both residents and daytime workers, to access parking on the commercial side. On the positive side, it created a mix of round-the-clock activity near the parking elevator lobby, inside the block. Also, parking revenues are maximized because peak hours for the residential and commercial users are at opposite times of the day—an ideal situation for shared parking.
- The combination of modern design and sustainable systems at Alley24 has helped set a standard for the neighborhood and the city. The 2030 Challenge, adopted by the U.S. Conference of Mayors, is a national initiative that calls for reducing energy consumption by 50 percent and making all buildings carbon neutral by the year 2030. Alley24 has been lauded by city of Seattle officials for proving that the 2030 Challenge is achievable.

PROJECT DATA

LAND USE INFORMATION

Site area (acres/hectares): 1.98/0.8
 Percentage complete: 100
 Gross residential density (units per acre/hectare)*: 174/430
 Number of off-street parking spaces: 366
 * Based on west half of block only.

Floor/area ratio (excluding subterranean garage): 4.41

GROSS BUILDING AREA

Use	Area (Square Feet/Square Meters)
Office	191,552/17,796
Retail	35,166/3,267
Residential	154,487/14,352
Parking	133,000/12,356
Total	514,205/47,771

LEASABLE AREA

Use	Area (Square Feet/Square Meters)
Office	185,004/17,187
Retail	30,960/2,876
Residential	123,949/11,515
Residential amenities	4,500/418
Storage	9,500/883

Total	353,913/32,880		
LAND USE PLAN			
Use	Area (Acres/Hectares)	Percentage of Site	
Buildings	1.82/0.74	92	
Landscaping/open space	0.16/0.06	8	
Total	1.98/0.80	100	
RESIDENTIAL INFORMATION			
Unit Type	Average Floor Area (Square Feet/Square Meters)	Number Leased	Range of Initial Rental Prices
Loft	805/75	27	\$1,175–\$1,650
Studio	472/44	29	\$850–\$1,285
Studio-plus	586/54	27	\$950–\$1,750
One-bedroom unit	673/62	51	\$1,325–\$1,735
Two-bedroom unit	1,024/95	24	\$1,850–\$2,365
Townhouse	1,365/127	14	\$1,950–\$2,200
Number of residential units: 172 Average area per unit (square feet/square meters): 720/67			
OFFICE INFORMATION			
Percentage of net rentable area leased: 100 Number of tenants: 4 Average tenant size (square feet/square meters): 46,250/4,297 Annual rents (per square foot/square meter): approximately \$25/\$269 Typical terms of lease: triple net (NNN)			
OFFICE TENANT SIZE			
Tenant	Area (Square Feet/Square Meters)		
NBBJ	85,000/7,896.8		
Skanska	26,000/2,415.5		
WPP	60,000/5,574.2		
NW Lions	14,000/1,300.6		
Total	185,000/17,187		
RETAIL INFORMATION			
Tenant Classification	Number of Stores	Total Gross Leasable Area (Square Feet/Square Meters)	
Food service	3	7,385/675	
Children’s furnishings	1	1,861/173	
Recreation	1	6,179/574	
Spa	1	2,081/193	
Pet store	1	1,432/133	
Grocery/delicatessen	1	2,058/191	
Home furnishings	1	2,929/272	
Recreation	1	3,525/327	
Residential leasing office	1	1,296/120	
Health	1	2,305/214	
Total	12	30,961/2,876	
Percentage of gross leasable area leased: 100 Annual rents (per square foot/square meter): approximately \$25/\$269			

Average length of lease: 10 years

DEVELOPMENT COST INFORMATION

Site Acquisition/Land Carry Cost: \$9,828,000

Site Improvement Costs: \$8,555,000

Excavation/grading: \$2,482,000

Sewer/water/drainage: \$345,000

Paving/curbs/sidewalks: \$273,000

Landscaping/irrigation: \$348,000

Fees/general conditions: \$5,107

Construction Costs: \$60,998,000

Office/retail (including T1 lines): \$38,007,000

Residential (including historic renovation): \$19,704,000

Consultants: \$1,767,000

Furniture, fixtures, and equipment, artwork, other: \$454,000

Utility relocation/hookup: \$299,000

Permits/other: \$767,000

Soft Costs: \$12,749,000

Architecture and engineering: \$4,356,000

Project management: \$3,164,000

Leasing and marketing: \$1,898,000

Legal/accounting: \$947,000

Taxes/insurance: \$673,000

Title fees: \$67,000

Construction interest/fees: \$1,535,000

Other/miscellaneous: \$109,000

Total Development Cost: \$92,130,000

Appendix F: TIF Financing Scenario

TIF Financing Scenario
Series 2013 Bonds
15 Year Amortization
10/15/2013

Funding \$5,000,000 Project					Funding \$10,000,000 Project					Funding \$15,000,000 Project				
Date	Principal	Coupon	Interest	Total Payment	Principal	Coupon	Interest	Total Payment	Principal	Coupon	Interest	Total Payment		
12/15/2014	\$250,000.00	0.40%	\$124,495.00	\$414,495.00	\$590,000.00	0.40%	\$248,890.83	\$838,890.83	\$970,000.00	0.40%	\$373,432.50	\$1,243,432.50		
12/15/2015	\$310,000.00	0.50%	\$105,550.00	\$415,550.00	\$620,000.00	0.50%	\$211,015.00	\$831,015.00	\$925,000.00	0.50%	\$316,605.00	\$1,241,605.00		
12/15/2016	\$310,000.00	0.60%	\$104,000.00	\$414,000.00	\$620,000.00	0.60%	\$207,915.00	\$827,915.00	\$930,000.00	0.60%	\$311,960.00	\$1,241,960.00		
12/15/2017	\$315,000.00	0.90%	\$102,140.00	\$417,140.00	\$625,000.00	0.90%	\$204,195.00	\$829,195.00	\$940,000.00	0.90%	\$306,400.00	\$1,246,400.00		
12/15/2018	\$315,000.00	1.20%	\$99,305.00	\$414,305.00	\$630,000.00	1.20%	\$198,570.00	\$828,570.00	\$945,000.00	1.20%	\$297,940.00	\$1,242,940.00		
12/15/2019	\$320,000.00	1.50%	\$95,525.00	\$415,525.00	\$640,000.00	1.50%	\$191,010.00	\$831,010.00	\$960,000.00	1.50%	\$286,600.00	\$1,246,600.00		
12/15/2020	\$325,000.00	1.85%	\$90,725.00	\$415,725.00	\$650,000.00	1.85%	\$181,410.00	\$831,410.00	\$970,000.00	1.85%	\$272,200.00	\$1,242,200.00		
12/15/2021	\$330,000.00	2.15%	\$84,712.50	\$414,712.50	\$660,000.00	2.15%	\$169,385.00	\$829,385.00	\$990,000.00	2.15%	\$254,255.00	\$1,244,255.00		
12/15/2022	\$335,000.00	2.50%	\$77,617.50	\$412,617.50	\$675,000.00	2.50%	\$155,195.00	\$830,195.00	\$1,010,000.00	2.50%	\$232,970.00	\$1,242,970.00		
12/15/2023	\$345,000.00	2.70%	\$69,242.50	\$414,242.50	\$690,000.00	2.70%	\$138,320.00	\$828,320.00	\$1,035,000.00	2.70%	\$207,720.00	\$1,242,720.00		
12/15/2024	\$355,000.00	2.90%	\$59,927.50	\$414,927.50	\$710,000.00	2.90%	\$119,690.00	\$829,690.00	\$1,065,000.00	2.90%	\$179,775.00	\$1,244,775.00		
12/15/2025	\$365,000.00	3.00%	\$49,632.50	\$414,632.50	\$730,000.00	3.00%	\$99,100.00	\$829,100.00	\$1,095,000.00	3.00%	\$148,890.00	\$1,243,890.00		
12/15/2026	\$375,000.00	3.15%	\$38,682.50	\$413,682.50	\$750,000.00	3.15%	\$77,200.00	\$827,200.00	\$1,130,000.00	3.15%	\$116,040.00	\$1,246,040.00		
12/15/2027	\$390,000.00	3.30%	\$26,870.00	\$416,870.00	\$775,000.00	3.30%	\$53,575.00	\$828,575.00	\$1,165,000.00	3.30%	\$80,445.00	\$1,245,445.00		
12/15/2028	\$400,000.00	3.50%	\$14,000.00	\$414,000.00	\$800,000.00	3.50%	\$28,000.00	\$828,000.00	\$1,200,000.00	3.50%	\$42,000.00	\$1,242,000.00		
Total	\$5,080,000.00		\$1,142,425.00	\$6,222,425.00	\$10,155,000.00		\$2,283,470.83	\$12,438,470.83	\$15,230,000.00		\$3,427,252.50	\$18,657,252.50		
Average Coupon	2.794%				Average Coupon	2.794%			Average Coupon	2.794%				
				Average Payment \$414,828.33					Average Payment \$829,231.39					Average Payment \$1,243,816.83

Sources Of Funds	Sources Of Funds	Sources Of Funds
Par Amount of Bonds	Par Amount of Bonds	Par Amount of Bonds
\$5,080,000.00	\$10,155,000.00	\$15,230,000.00
Total Sources	Total Sources	Total Sources
\$5,080,000.00	\$10,155,000.00	\$15,230,000.00
Uses Of Funds	Uses Of Funds	Uses Of Funds
Deposit to Project Construction Fund	Deposit to Project Construction Fund	Deposit to Project Construction Fund
\$5,000,000.00	\$10,000,000.00	\$15,000,000.00
Costs of Insurance	Costs of Insurance	Costs of Insurance
\$76,200.00	\$152,325.00	\$228,450.00
Cash to Issuer	Cash to Issuer	Cash to Issuer
\$3,800.00	\$2,675.00	\$1,550.00
Total Uses	Total Uses	Total Uses
\$5,080,000.00	\$10,155,000.00	\$15,230,000.00

Adam Brown
MCRP Project

Appendix G: Tax Increment Financing Policy Guidelines for Lincoln, Nebraska

TAX INCREMENT FINANCING POLICY GUIDELINES LINCOLN, NEBRASKA 2008

STATEMENT OF PURPOSE

This policy outlines the use of Tax Increment Financing (TIF) in the City of Lincoln. Lincoln's purpose in the use of TIF is to remove blight, stimulate investment in deteriorating areas and stimulate job creation.

TIF is a state authorized public funding mechanism for cities to use to help pay for public improvements associated with redevelopment projects in blighted and substandard areas. The Nebraska Community Development Law, Neb. Rev. Stat. §§18-2101, et seq., (the "Act") authorizes communities to designate blighted and substandard areas that have a preponderance of deteriorating buildings, high unemployment, old structures, unimproved land, low-income residents, and/or a declining population along with other factors as eligible for the use of TIF. The Act limits Lincoln from declaring more than 35 percent of a city's geographic area to be declared blighted or substandard for the purpose of TIF financing.

WHO IS IN CHARGE OF THE TIF DETERMINATIONS

The Urban Development Department is designated as the Community Redevelopment Authority for the City of Lincoln. As the Redevelopment Authority for the City, the Urban Development Department is the project manager for all projects involving TIF. Lincoln began TIF projects in 1982 and it has been used in more than 30 local projects. All projects are subject to final review and approval by the City Council.

HOW IS THE TIF DETERMINED

To be eligible to use TIF, the property must be in an area that has been declared blighted and substandard and must have a redevelopment plan that is recommended by the Urban Development Department and approved by the City Council.

The assessed value of the property in a redevelopment area as it existed one year before the project begins is the "base tax year value". An estimate, based on an appraisal, is made to determine the future assessed value of the property after the redevelopment. The difference between the original assessed value and the redeveloped assessed value is called the "tax increment." If the assessed value of the property after the redevelopment is less than the estimated "post-development value", it is the developer's obligation to pay the difference between the estimated "tax increment" and the actual "tax increment."

Property taxes are paid by the property owner on the new assessed value of the redeveloped property. All property taxes on the base year value continue to be distributed to the local tax authorities (LPS, City, County, NRD, SCC, etc.) The property tax collected on the tax increment is commonly used to finance bonds issued by the City to pay for public improvements. When the TIF indebtedness is paid in full, not to exceed 15 years after inception, the local tax authorities then receive the additional property tax revenue resulting from the redevelopment.

WHERE IS THE TIF ELIGIBLE TO BE USED

Lincoln blighted/substandard districts and TIF redevelopment projects are categorized into two categories:

1. “Core Area” which includes all properties located inside the 1950 City boundaries or areas that are classified as low and moderate income according to the 2000 Census figures; and
2. “Outer Area” which includes all properties that are located outside the 1950 City boundaries and are not classified as low and moderate income in the 2000 Census.

In the “Core Areas” TIF is generally used to rehabilitate or replace deteriorated buildings and public infrastructure, while TIF is used in “Outer Areas” to provide public infrastructure to unimproved areas.

WHAT PROJECT IS ELIGIBLE FOR TIF FUNDING

To be considered eligible for TIF financial support, ALL projects must meet the following criteria, as required by Neb.Rev.Stat. §§18-2101 et seq.:

1. The project must be located in an area declared blighted and substandard by the City Council.
2. The project must be in conformance with the City’s Comprehensive Plan and the Redevelopment Plan for the project area.
3. The developer must demonstrate that the project would not be economically feasible without TIF. This is commonly called the “but for” test, meaning the project would not occur as designed or envisioned, “but for” the availability of the TIF funding.

Appendix H: Flood Regulations for Existing Urban Area, Lincoln Municipal Code

CHAPTER 27.52

FLOOD REGULATIONS FOR EXISTING URBAN AREA

Sections:

- 27.52.010 Scope of Regulations.**
- 27.52.020 Definitions.**
- 27.52.030 Standards.**
- 27.52.035 Standards for Salt Creek Flood Storage Areas**
- 27.52.040 Administration.**
- 27.52.050 Permit Procedures.**
- 27.52.055 Permit Expiration.**
- 27.52.060 Special Permits.**
- 27.52.070 Pre-existing Uses.**
- 27.52.080 Penalties for Violation.**
- 27.52.090 Amendments.**

27.52.010 Scope of Regulations.

The regulations set forth in this chapter, or set forth elsewhere in this title when referred to in this chapter, are known as the Flood Regulations for Existing Urban Area. The regulations shall apply to all lands within the Existing Urban Area in the floodplain or floodprone area within the zoning jurisdiction of the City of Lincoln that are subject to a one percent or greater chance of flooding in any given year. The September 21, 2001 official Flood Insurance Rate Map (FIRM) and Flood Insurance Study (FIS) for Lancaster County, Nebraska and Incorporated Areas and any revisions thereto are hereby adopted by reference and declared to be a part of this Chapter. A copy of the FIRM and FIS are on file in the Department of Building and Safety.

The degree of flood protection required by this Chapter is considered reasonable for regulatory purposes and is based on engineering and scientific methods of study. Larger floods may occur on rare occasions or the flood height may be increased by man-made or natural causes, such as ice jams and bridge openings restricted by debris. Compliance with these regulations does not imply that lands outside a floodplain or floodprone areas or uses within such areas will be free from flooding or flood damage. This Chapter shall not create liability on the part of the City of Lincoln or any officer or employee thereof for any flood damages that may result from reliance on this Chapter or any administrative decision lawfully made thereunder. (Ord. 18662 §1; January 9, 2006; prior Ord. 18359 §1; May 10, 2004).

27.52.035 Standards for Salt Creek Flood Storage Areas

The following standards apply to the Salt Creek Flood Storage Areas.

(a) No development or improvement shall occur within any Salt Creek flood storage area unless the applicant has demonstrated that the total amount of flood storage volume to be eliminated by the development within the development area does not exceed, on a volumetric basis, the same percentage of allowable fill assigned to that flood storage area. The allowable fill shall be a percentage of the total flood storage volume available in the development area as of the effective date of this ordinance.

(1) For the purposes of the Salt Creek Flood Storage Area standards, the

development area may include adjacent or non-adjacent parcels within the same flood storage area. Within a single flood storage area, the allowable fill for an entire development area will be considered on a net basis. Individual parcels within a development area may have an amount of fill that is greater than the percentage of allowable fill assigned to that flood storage area, provided a permanent conservation easement or permanent deed restriction to protect the flood storage is dedicated over another parcel or parcels within the development area, such that the net percentage of fill does not exceed the percentage of allowable fill.

(2) The above requirements for developments and improvements within a flood storage area of Salt Creek shall not apply to construction or substantial improvements that are allowed to be wet floodproofed as specified in section 27.52.030 (d) of this chapter. If wet floodproofing is not allowed for the structure as specified in these provisions or the applicant proposes to elevate the structure, then the requirements shall apply.

(3) Single-family dwelling non-substantial improvements shall be exempt from the percentage of allowable fill requirements.

(4) Notwithstanding the requirements of this section, any development or improvement must comply with all other applicable provisions of this chapter.

Appendix I: Employment Dynamics

Work Area Profile Report

Total Primary Jobs

	2011	
	Count	Share
Total Primary Jobs	1,869	100.0%

Jobs by Worker Age

	2011	
	Count	Share
Age 29 or younger	606	32.4%
Age 30 to 54	896	47.9%
Age 55 or older	367	19.6%

Jobs by Earnings

	2011	
	Count	Share
\$1,250 per month or less	413	22.1%
\$1,251 to \$3,333 per month	980	52.4%
More than \$3,333 per month	476	25.5%

Jobs by NAICS Industry Sector

	2011	
	Count	Share
Agriculture, Forestry, Fishing and Hunting	1	0.1%
Mining, Quarrying, and Oil and Gas Extraction	0	0.0%
Utilities	0	0.0%
Construction	106	5.7%
Manufacturing	27	1.4%
Wholesale Trade	176	9.4%
Retail Trade	547	29.3%
Transportation and Warehousing	224	12.0%
Information	52	2.8%
Finance and Insurance	8	0.4%
Real Estate and Rental and Leasing	19	1.0%
Professional, Scientific, and Technical Services	86	4.6%
Management of Companies and Enterprises	11	0.6%
Administration & Support, Waste Management and Remediation	19	1.0%
Educational Services	6	0.3%
Health Care and Social Assistance	334	17.9%
Arts, Entertainment, and Recreation	67	3.6%
Accommodation and Food Services	151	8.1%
Other Services (excluding Public Administration)	32	1.7%
Public Administration	3	0.2%

Jobs by Worker Race

	2011	
	Count	Share
White Alone	1,762	94.3%
Black or African American Alone	53	2.8%
American Indian or Alaska Native Alone	8	0.4%
Asian Alone	25	1.3%
Native Hawaiian or Other Pacific Islander Alone	0	0.0%
Two or More Race Groups	21	1.1%

Jobs by Worker Ethnicity

	2011	
	Count	Share
Not Hispanic or Latino	1,823	97.5%
Hispanic or Latino	46	2.5%

Jobs by Worker Educational Attainment

	2011	
	Count	Share
Less than high school	121	6.5%
High school or equivalent, no college	423	22.6%
Some college or Associate degree	460	24.6%
Bachelor's degree or advanced degree	259	13.9%
Educational attainment not available (workers aged 29 or younger)	606	32.4%

Jobs by Worker Sex

	2011	
	Count	Share
Male	1,209	64.7%
Female	660	35.3%

Figure 26: Work area profile for Census Tract 33.01 (Source: U.S. Census Bureau)

Inflow/Outflow Report**Selection Area Labor Market Size (Primary Jobs)**

	2011	
	Count	Share
Employed in the Selection Area	1,869	100.0%
Living in the Selection Area	1,528	81.8%
Net Job Inflow (+) or Outflow (-)	341	-

In-Area Labor Force Efficiency (Primary Jobs)

	2011	
	Count	Share
Living in the Selection Area	1,528	100.0%
Living and Employed in the Selection Area	78	5.1%
Living in the Selection Area but Employed Outside	1,450	94.9%

In-Area Employment Efficiency (Primary Jobs)

	2011	
	Count	Share
Employed in the Selection Area	1,869	100.0%
Employed and Living in the Selection Area	78	4.2%
Employed in the Selection Area but Living Outside	1,791	95.8%

Outflow Job Characteristics (Primary Jobs)

	2011	
	Count	Share
External Jobs Filled by Residents	1,450	100.0%
Workers Aged 29 or younger	487	33.6%
Workers Aged 30 to 54	673	46.4%
Workers Aged 55 or older	290	20.0%
Workers Earning \$1,250 per month or less	318	21.9%
Workers Earning \$1,251 to \$3,333 per month	631	43.5%
Workers Earning More than \$3,333 per month	501	34.6%
Workers in the "Goods Producing" Industry Class	206	14.2%
Workers in the "Trade, Transportation, and Utilities" Industry Class	264	18.2%
Workers in the "All Other Services" Industry Class	980	67.6%

Inflow Job Characteristics (Primary Jobs)

	2011	
	Count	Share
Internal Jobs Filled by Outside Workers	1,791	100.0%
Workers Aged 29 or younger	581	32.4%
Workers Aged 30 to 54	861	48.1%
Workers Aged 55 or older	349	19.5%
Workers Earning \$1,250 per month or less	388	21.7%
Workers Earning \$1,251 to \$3,333 per month	945	52.8%
Workers Earning More than \$3,333 per month	458	25.6%
Workers in the "Goods Producing" Industry Class	124	6.9%
Workers in the "Trade, Transportation, and Utilities" Industry Class	920	51.4%
Workers in the "All Other Services" Industry Class	747	41.7%

Interior Flow Job Characteristics (Primary Jobs)

	2011	
	Count	Share
Internal Jobs Filled by Residents	78	100.0%
Workers Aged 29 or younger	25	32.1%
Workers Aged 30 to 54	35	44.9%
Workers Aged 55 or older	18	23.1%
Workers Earning \$1,250 per month or less	25	32.1%
Workers Earning \$1,251 to \$3,333 per month	35	44.9%
Workers Earning More than \$3,333 per month	18	23.1%
Workers in the "Goods Producing" Industry Class	10	12.8%
Workers in the "Trade, Transportation, and Utilities" Industry Class	27	34.6%
Workers in the "All Other Services" Industry Class	41	52.6%

Figure 27: Job Inflow / Outflow for Census Tract 33.01 (Source: U.S. Census Bureau)

Bibliography

- American Planning Association. (2006, March). *Model Mixed-Use Zoning District Ordinance*. Retrieved December 2011, from Model Smart Land Development Regulations: www.planning.org/research/smartgrowth/pdf/section41.pdf
- American Planning Association. (2013). *Green Infrastructure*. Retrieved August 2013, from City Parks Forum: <http://www.planning.org/cityparks/briefingpapers/greeninfrastructure.htm>
- American Planning Association. (2013). *National Centers for Planning*. (Planning and Community Health Research Center) Retrieved January 2013, from APA Website: www.planning.org/nationalcenters/health/mixedusedevelopment.htm
- Bartels, D. D. (2013, June 10). Manager, Development Services of Engineering Services, Public Works/Utilities Department. (A. Brown, Interviewer)
- City of Lincoln. (2006). *Flood Storage Areas Brochure*. Retrieved May 2013, from Watershed Management: <https://www.lincoln.ne.gov/city/pworks/watrshed/maps/flood/saltcrk/brochure/index.htm>
- City of Lincoln. (2006, January 9). *Floodplain Standards*. Retrieved May 2013, from Stormwater/Floodplain Procedures and Requirements: <https://lincoln.ne.gov/city/pworks/watrshed/require/standard/>
- City of Lincoln. (2008). *Redevelopment*. Retrieved May 2013, from Urban Development: <http://www.lincoln.ne.gov/city/urban/redev/index.htm>
- City of Lincoln. (n.d.). *Lincoln Municipal Code Book*. Retrieved January 2013, from lincoln.ne.gov/city/attorn/lmc/contents.htm#27
- City of Lincoln Public Works and Utilities. (2006, May). *Flood Storage Areas Brochure*. Retrieved 2013 July, from Watershed Management: www.lincoln.ne.gov/city/pworks/watrshed/maps/flood/saltcrk/brochure
- Duany, A., Speck, J., & Lydon, M. (2010). *The Smart Growth Manual*. New York: McGraw Hill.
- Durham City - County Planning Department. (2011, October). Retrieved December 2011, from durham.gov/ich/cb/ccpd/Documents/Mixed_Use_Update/3a.Location.pdf
- Lancaster County. (2013). *Lancaster County Assessor*. Retrieved May 2013, from Lancaster County Website: lancaster.ne.gov/assessor.index.htm
- Lincoln / Lancaster County Planning Commission. (2011, October). *LPlan 2040*. Retrieved December 2011, from lincoln.ne.gov/city/plan/lplan2040/plan.html
- Lincoln Metropolitan Planning Organization. (2011). *The Plan*. Retrieved January 2013, from LPlan 2040: lincoln.ne.gov/city/plan/lplan2040/plan.htm

- Lincoln Parks and Recreation. (2013). *Lincoln's Trails*. Retrieved January 2013, from lincoln.ne.gov/city/parks/ParksFacilities/trails/index.htm
- National Association of Industrial and Office Properties. (2007, November). *Mixed Use Development: A Review of the Literature*. Retrieved December 2011, from www.naiop.org/foundation/rabianski.pdf
- Nebraska Department of Natural Resources. (n.d.). *Floodplain Terminology*. Retrieved December 2011, from dnr.ne.gov/floodplain/flood/flood100.html
- Nebraska Department of Roads. (2006, March). *Right of Way Division*. Retrieved August 2013, from Nebraska Department of Roads: <http://www.transportation.nebraska.gov/roway/pdfs/accesscontrol.pdf>
- New Jersey Smart Growth Gateway. (n.d.). *Smart Growth Solutions*. Retrieved December 2011, from www.smartgrowthgateway.org/local_design.shtml
- Saline Wetlands Conservation Partnership. (2003). *Implementation Plan*. Retrieved November 2013, from Wetlands: <http://lincoln.ne.gov/city/parks/parksfacilities/wetlands/links/ImplementationPlan.pdf>
- Saline Wetlands Conservation Partnership. (n.d.). *Conservation Partnership*. Retrieved November 2013, from Wetlands: <http://lincoln.ne.gov/city/parks/ParksFacilities/Wetlands/links/ConservationPartnershipBrochure.pdf>
- Smart Growth America. (2010). *What is Smart Growth*. Retrieved December 2011, from www.smartgrowthamerica.org/what-is-smart-growth
- Southern Tier Central Regional Planning and Development Board. (n.d.). *Residential Structures in the Floodplain*. Retrieved December 2011, from www.stcplanning.org/usr/program_areas_flood_mitigation/floodplain%20managment?NFI_P_04_residential_structures.pdf
- U.S Census Bureau. (2011). *OnTheMap Application*. Retrieved May 2013, from LEHD Origin-Destination Employment Statistics: <http://onthemap.ces.census.gov/>
- U.S. Census Bureau. (2013). *Selected Housing Characteristics*. Retrieved May 2013, from American Fact Finder: <http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>
- Urban Land Institute. (2008). *Development Case Studies*. Retrieved August 2013, from Urban Land Institute: <http://casestudies.uli.org/>